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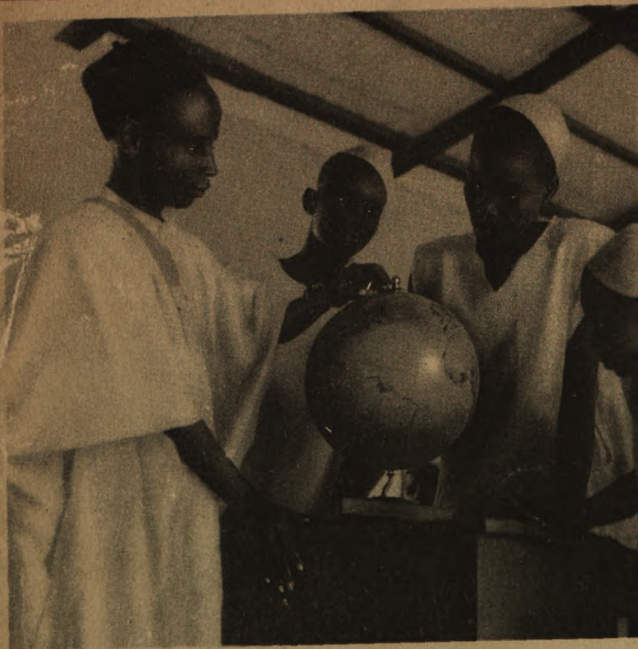
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COLONIAL ANNUAL

# Nigeria

1947



LONDON: HIS MAJESTY'S STATION

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THE SERIES OF COLONIAL ANNUAL REPORTS which was re-introduced for the year 1946 (after suspension in 1940) is being continued with those relating to 1947.

It is anticipated that the Colonies and Protectorates for which 1947 Reports are being published will, with some additions, be the same as for the previous year (see list on cover page 3).

COLONIAL OFFICE

# ANNUAL REPORT ON NIGERIA

FOR THE YEAR  
1947

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1949

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The cover illustration shows a geography lesson  
in progress at the Middle School, Bauchi.

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## PART I

### (a) Review of the Year 1947

ON 1st January, 1947, the new Nigerian constitution came into being. Inaugural meetings of the Regional Houses of Assembly and the House of Chiefs were followed in March by the Budget Session of the Legislative Council, at which for the first time representatives of all parts of Nigeria, selected from among their own number by the unofficial members of the Regional Houses, met together to discuss their common business; for the first time, also, the Council comprised an unofficial majority. Following upon messages of goodwill from His Majesty the King and from the Secretary of State for the Colonies, His Excellency the Governor, Sir Arthur Richards, G.C.M.G., welcomed the new members and stressed the need for them to work together in friendly co-operation. The new constitution, he said, was designed to encourage the sense of unified interest beyond the realm of tribal jealousies, and to provide the training for ever swifter advances towards self-government; but, to quote the words of an American President of a generation ago, "The ability of a people to govern themselves is not easily attained. History is filled with the failures of popular government. It cannot be learned from books; it is not a matter of eloquent phrases. Liberty, freedom, independence are not mere words, the repetition of which brings fulfilment. They demand long, arduous, self-sacrificing preparation".

In December the Regional Houses held their own Budget Sessions, each Region having been allocated a share of revenue (the three amounting to a sum of £7,110,570). Both here and in the consideration of proposed legislation the unofficial members brought constructive criticism to bear, raising questions of general as well as of local interest, and a high standard of debate was maintained.

Foundation stones of the Lugard Memorial Council Chamber at Kaduna were laid in July by His Excellency the Governor and the Sultan of Sokoto, Sir Abubakar, K.B.E., on the site selected a generation ago by Lord Lugard for the Legislative Council Chamber, had his proposal to move the capital to Kaduna been effected.

A similar ceremony marked the foundation of the Eastern House of Assembly building at Enugu in December. These buildings will provide meeting places both for the Regional Houses and also for the Legislative Council on its periodic visits to the provinces.

The end of the financial year 1946-47 showed a revenue surplus of £655,000 with a general revenue balance of £8,050,000 at 31st March, 1947. Total revenue for the year amounted to £14,041,404 (£12,851,118 in 1945-46) thus continuing the annual increase of £1 million since the

1939-40 figure of £5,855,000. With an approved estimate of £16,166,000 for 1947-48 the increase rises to over £2 million. The largest contribution to this amount comes from customs and excise whose receipts have risen from £2½ million in 1939-40 to £7 million in 1946-47 and an estimated £8½ million for 1947-48; this figure, which includes excise duty of over £1 million on manufactured cigarettes, should soon be increased as a result of extensions to the British American Tobacco Company's premises and the erection of Nigeria's first brewery. The other main item of revenue, direct taxes, rose from £1 million in 1939-40 to £2½ million in 1946-47, of which income tax levied on non-natives, companies and residents in Lagos township accounted for £90,000 in 1939-40 and £2 million in 1946-47, the remainder being the share of direct taxes retained by Government after deduction of the amounts which are granted to Native Administrations. An arrangement was negotiated during the year with H.M. Government for the avoidance of double taxation, whereby a British trading concern, for instance, will bear the full rate of Nigerian companies tax on its profits and the burden of relieving the resultant double taxation will be borne by the United Kingdom.

In the Northern Provinces the financial position of Native Treasuries was reflected in the transfer of a further £550,000 to reserves, which thus reached the unprecedented total of £3,440,000.

Revenue amounted to £2,590,000, an increase of £300,000 on the previous year, due principally to increased rates of tax.

While world interest in groundnut production was centred on mechanised schemes in Tanganyika, the northern Nigerian peasant farmer continued to contribute with his hoe to Europe's fat ration, producing 322,699 tons of decorticated nuts during the 1946-47 season. Shortage of locomotives and wagons resulted in 92,000 tons lying still unrailed at Kano when the 1947-48 buying season opened. Long-term schemes for mechanised development of sparsely populated areas in the north were already under consideration by a Commission which, headed by Mr. G. F. Clay, C.M.G., Agricultural Adviser to the Secretary of State for the Colonies and formerly Assistant Director of Agriculture in northern Nigeria, made an aerial survey in the north in June. Ground surveys over two areas, in the Bornu and Niger Provinces, were made by a team comprising members of the Administrative, Geological, Forestry and Survey Departments under the direction of an Agricultural Chemist; the survey of a third area, in the Shendam Division of the Plateau Province, will follow. The price of groundnuts at railhead was increased from £12 to £16 per ton for the 1946-47 season.

Production of oil-fats in the south also had a good year, with 154,469 tons of graded palm oil exported, as against 121,893 tons in 1946, and a rise in price from £16 16s. 6d. to £25 6s. 6d. per ton (Grade I oil at Lagos), while palm kernel exports showed an increase of 14,118 tons over 1946 with 319,373 tons graded, the price rising in February from £11 15s. to £16 15s. per ton at port of shipment.

West African cocoa marketing arrangements also aroused the interest of the British and American public during 1947. While the chief attention was focussed on the Gold Coast, in Nigeria a Cocoa Marketing Board



was established with powers to control the price, purchasing and marketing of cocoa and to enter into arrangements for the purpose with the Government of any country or any person in any country. Two of the five members of the Board are Nigerians.

The Department of Commerce and Industries act as the executive agent of the Board. The basic port price for Grade I cocoa was raised from £50 per ton in 1946-47 to £62 10s. for 1947-48, while export production rose from 100,700 tons in 1945-46 to 108,000 in 1946-47.

The Department of Statistics figured in the Estimates of Nigeria for the first time in 1947-48. It has assumed responsibility for the Blue Book and other statistical reports required by the Colonial Office and international bodies, relieving the Customs and Inland Revenue Departments of their statistical work, and is investigating retail prices of food-stuffs at markets throughout the country. It will proceed to study retail and wholesale price indices, cost of living indices and family budgets, retail and wholesale margins and costs, and internal trade routing and marketing. Its work has been severely hampered owing to the difficulty of obtaining senior staff.

The Lands Department, combined since 1934 with the Survey Department, became a separate Department again as from 1st April with wide functions, one of the most important being the collection and correlation of data on African land tenure.

Educational development is marked by the publication of a Memorandum on Educational Policy in Nigeria (Sessional Paper No. 20 of 1947). This most important paper, on which the educational development plan is based, describes the present and proposed future organisation of primary, secondary and higher education under the management of Government, the Native Administrations and the voluntary agencies, from a financial as well as an administrative aspect. It goes on to discuss agricultural, technical and religious education, the special requirements of girls and of adults, the recruitment and training of teachers, the language problem and Mohammedan and Arabic studies. It also lays stress on the responsibility of schools for the health and nutrition of their pupils and for their general social welfare.

An outstanding event was the settlement of salary scales for non-Government teachers, a problem given urgency when new scales for Government teachers became operative. A committee representing Government, the voluntary agencies, and the Nigeria Union of Teachers agreed upon a scale of salaries and Government arranged for the payment of grants to previously "unassisted" schools so that the voluntary agencies could pay the new rates of salary in all their schools.

The Principal of the new University College at Ibadan, Dr. Kenneth Mellanby, took up his duties in October and the buildings formerly occupied by the 56th General Hospital were adapted as a temporary home for the College. The staff, students and equipment of the Higher College, Yaba, have been transferred to these buildings and it is expected that the first degree students will be admitted in October, 1948. Into the new University College will flow the most promising pupils of the

secondary schools; from it will come a steady stream of qualified men and women able to assist in the development of the country.

Technical education made good progress, with the opening of the Technical Institute at Yaba in October with 88 trainee mechanics and carpenters and 114 students attending evening technical courses. At Yaba Trade Centre, hostels were built to accommodate 96 apprentices to be trained as cabinet-makers, wood-machinists and carpenters. At Kaduna Trade Centre, opened in 1946, a mechanical engineering shop is being built, and at Enugu the Trade Training School for Ex-servicemen was opened in February with courses for about 200 men as vehicle fitters, general fitters, carpenters, masons and electricians.

Progress in the Mohammedan north included the adaptation of the buildings formerly occupied by the American Air Force as a girls' training centre, which was opened in July with 86 girls from various provinces of the northern region. Five mass education campaigns are now in progress in rural areas in the north and five in the south. In each of these areas, comprising some 80,000 people, nearly every village has an adult education centre run by a village committee. These campaigns are assisted by the production of primers and cheap literature in half a dozen languages, the demand often outstripping the supply. Also three vernacular news sheets were produced locally in campaign areas.

During 1947 the Safe Mining Regulations and the Tin (Production and Export Restriction) Ordinance were amended, and the tin-mining industry has now returned to planned prospecting in an endeavour to replace ore reserves seriously depleted by the intensive production of the war years. The prohibition of general prospecting for gold was also raised. Uncertainty regarding the effects of the provisions of the new Minerals Ordinance for restoration of mined areas on the Plateau, coupled with a strike in the industry in May and the shortage and high cost of plant and machinery, contributed to a continued decline in cassiterite production despite the increase of the London price of tin from £380 10s. per ton in January to £500 per ton in December. The year's output of cassiterite, 12,597 tons, went to the British Ministry of Supply, while most of the columbite, 1,286 tons, went as usual to the United States. Of 2,503 oz. of gold produced, 414 oz. went to Britain and the remainder was sold to licensed goldsmiths in Nigeria.

Considerable attention has been given during the year to the examination and mapping of the black coals of the Enugu escarpment and of the lignites in the Benin and Onitsha Provinces. This work is being done in co-operation with a team of technicians from the Powell Duffryn Research Services Limited, coal-mining being a Government monopoly. Many samples have been collected for analysis in the Powell Duffryn Laboratory in London. Output for 1947 was 581,528 tons, a decrease of 56,718 tons on 1946 being due partly to the inability of the railway to move the tonnage produced and partly to labour troubles at the end of the year. About one-third of the output was exported, mainly to other British West African Colonies. Mechanisation of the mines is limited by the slow arrival of equipment, but Arcwall coal cutters and electric drilling equipment have arrived and are now in use. The new Valley Road

Housing Scheme was completed and the houses occupied during the year.

In February a highly successful Scout Jamboree was held in Lagos, attended by over one thousand scouts from all over West Africa. Unfortunately, owing to transport difficulties, the contingents from the French Cameroons and French Equatorial Africa were unable to attend, but the French Empire was represented by a troop from Dahomey. The Jamboree was presided over by Lord Rowallan, the Empire Chief Scout.

With the opening by B.O.A.C. on 1st September of a new air service from Heathrow to Kano, Lagos and Accra, the traveller can now reach Nigeria from London in the short space of fifteen hours. The service operates six times weekly by "Halton" aircraft. Kano has become an important international airport, being also used by Sabena Airways with five services weekly from Brussels, by Air France with two services from Paris and feeder services to Dakar and Fort Lamy, and by K.L.M. with two services from Amsterdam, as well as by various charter companies en route to South and Central Africa. The Nigerian Air Service, which runs twice weekly on the route Lagos-Port Harcourt-Enugu-Jos-Kano, will shortly be replaced by the newly-formed West African Airways Corporation, which already operates a service Lagos-Benin-Port Harcourt-Calabar-Enugu-Tiko and will soon open services from Kano to Lagos (via Jos, Kaduna, Ilorin, Ibadan), from Kano to Yola (via Potiskum, Maiduguri), and later a circular service Kano-Gusau-Sokoto-Katsina-Kano. All these will be operated by De Havilland "Dove" aircraft. Meanwhile sea communications are improved by the coming into service of Elder Dempster Lines' new motor vessel, the *Accra*, to be joined early in 1948 by a sister ship, the *Apapa*.

With the introduction of the new constitution, the year 1947 has brought important political advance. In the economic and social spheres progress has not been as rapid as Nigeria had hoped but preparations have been made for early developments of first importance, particularly in the fields of education, production and marketing.

On 14th October, Lord Milverton, on whom a barony had been conferred in the King's Birthday Honours, sailed from Lagos on leave prior to retirement from the office of Governor and Commander-in-Chief of Nigeria which he had held since December, 1943.

## PART I

### (b) Development and Welfare

SHORTAGES of staff and equipment, due to circumstances over which the Government has no control, have severely handicapped the implementation of the Ten-Year Plan of Development and Welfare for Nigeria, with the result that although expenditure on the Plan should have amounted to nearly £8 million by the end of March, 1948, it is likely to fall short of that figure by approximately £3½ million. Those who hailed the making of the Plan with such high hopes two years ago are plainly and naturally disappointed by the slow rate of progress, particularly with schemes requiring heavy engineering equipment. The Native Authorities and responsible members of the community, however, generally appreciate the reasons for the delay and realise that the Plan is bearing fruit, albeit not as speedily or as plentifully as they could wish, while evidence that interest is being maintained and that disappointment is not giving way to discouragement was provided by the questions asked at the Budget Sessions of the Legislative Council and of the House of Chiefs and Regional Houses of Assembly.

The establishment of Provincial Development Committees with wide representation of local interests both official and unofficial, and the inception under the auspices of Native Authorities of schemes, financed from Native Authority funds, for rural improvement, agricultural extension, rural health, mass education, and the development of local industries have all been of value, not only in themselves, but also in maintaining interest and encouraging initiative and a spirit of self-help and co-operation.

#### INDIVIDUAL SCHEMES

##### *Agricultural Development*

Implementation of the programme in 1947 was seriously delayed by difficulty in recruiting staff, but work proceeded on the establishment of experimental farms at Yola and Maiduguri, a Poultry Development Centre at Oyo and a drainage and irrigation scheme at Bida. At Ilorin and Oyo, research into cattle disease is being undertaken with a view to investigating the resistance of certain types of cattle to trypanosomiasis. In addition, liming demonstrations and fertiliser trials were carried out in the Eastern Provinces, and experimental work on chinchona and an investigation into the economic possibilities of the nipa palm continued on a reduced scale.

*Anti-malaria Measures, Lagos*

This scheme, which was started in 1943 for the drainage and reclamation of swamps in and around the Lagos township area, was successfully completed. It entailed the construction of many miles of bunds, of more than 100 miles of drains, and of 22 tide gates.

*Bamenda-Cross River-Calabar Scheme*

This scheme is an experiment in the settlement of farmers from the over-populated areas of the Eastern Provinces upon the under-populated land of Ejagham in the Oban Hills area of the Calabar Province. The economics of the settlement will depend mainly on the oil palm; 1,000 acres will be planted by June, 1949, and it is proposed to establish a Pioneer Oil Mill in the area in due course.

This experiment is the first of its kind in Nigeria and, despite a difficult beginning, satisfactory progress was made during the year. Land which had never before been cultivated and on which a communal farm had been established to provide food in a foodless country is now yielding crops for the first time; timber has been exploited from the forests; oil palms, certainly not farmed for many years, are now yielding oil and kernels; and white lime is being produced locally.

*Building Programme for Development*

Once again lack of staff, acute shortage of building materials and the extensive building programme to which the Public Works Department was already committed caused results to fall short of what had been hoped, but substantial progress was made considering the adverse conditions.

*Development Officers*

Out of a total approved establishment of 100, 65 officers had been appointed and assumed duty in Nigeria by the end of the year under review. Of these, 26 were posted to the Northern Provinces, 15 to the Eastern Provinces, 11 to the Western Provinces and 13 to the Colony in connection with various schemes. These officers sometimes relieved Administrative or Technical Officers of their routine duties, thus freeing the latter for work in connection with the planning or the execution of development schemes, or undertook subordinate work in connection with local planning or the execution of development schemes on a village or small regional basis.

*Development of Technical Education*

Good progress was made with the buildings at the Trade Centres at Kaduna and Lagos and a satisfactory number was completed. By the end of the year a start had been made on arrangements for the reception, early in 1948, of the first group of trainees at the Lagos Centre. At the Technical Institute construction of new buildings and adaptation of existing ones was put in hand. Day continuation courses for apprentices of the Nigerian Railway and two commercial firms, and evening preparatory



trade courses were commenced and were marked by the enthusiasm of the trainees.

### *University College, Ibadan*

During the year free grants amounting to £145,950 were made under the Colonial Development and Welfare Act to defray the cost of the salaries of the Principal and of his secretariat staff and also the cost of certain of the buildings. It was thus possible to convert the buildings of a former Army hospital for temporary occupation by the University College pending the erection of permanent buildings. Arrangements were made for the transfer to Ibadan of pupils from the Yaba Higher College in time for the opening of the University College in January, 1948.

### *Electricity Development*

Progress was delayed by the resignation of the engineer in charge of construction and by difficulties in recruiting staff and obtaining materials. In the Northern Provinces constructional work on the Maiduguri scheme was commenced with such materials as could be made available locally, and equipment was ordered for the Bukuru and Sokoto Electricity Projects. In the Eastern Provinces investigations into the Abakaliki and Aba projects were carried out and equipment for the former was ordered. Delivery of plant for an extension to the Port Harcourt power station commenced and plant for a second extension was ordered. In addition, orders were placed for equipment for two hydro-electric schemes, one to supply Onitsha town, the other to supply the Buea, Bota, Tiko and Victoria areas in the Cameroons. In the Colony delivery of new plant for the Lagos power station commenced and it is hoped to complete erection during the coming financial year. The laying of an underground cable to Iju waterworks was completed and the erection of an overhead distribution system for the town of Agege was started.

### *Forestry Development*

The object is to establish a proper forest estate throughout Nigeria in such a way that each reserve may in due course be handed over to the appropriate Native Authority as a going concern. The Benin Forests are now under complete felling control and a considerable area of reserves in Benin and Ondo Provinces has been demarcated. In the Northern Provinces the first forest saw-mill was established by a private operator in the Jemaa Forest, and a small portable mill was set up in Zaria Province to test the possibility of producing small size sawn timber from the poor savannah forests which cover a large part of Nigeria and are at present idle. In addition, further forest reserves were demarcated and a woodland reconnaissance was completed in various areas of the Plateau Province.

The limiting factor in carrying out the programme is the shortage of suitably trained staff in all branches of the service. Work on an extension to the Forest School buildings was started during the year, however, and it is hoped that this will enable the deficiencies in the Junior Service to be made good.

### *Gaskiya Corporation*

The buildings were completed and all the machinery was installed except for the process engraving plant, certain parts of which had not arrived. The training of staff proceeded concurrently with the erection of machinery and the scheme is now well under way. The newspaper *Gaskiya Ta Fi Kwabo* was first printed on its own press in April, and in the last quarter of the year a number of pamphlets were printed for the Mass Education Scheme, and the type was set for three books to be published early in 1948. The Press also undertook on behalf of the Government the printing of the Northern Provinces Regional Estimates, the Annual Report on the Accountant-General's Department and various memoranda in Hausa required for the Budget Session of the House of Chiefs.

### *Leprosy Control Scheme*

The vacancy caused by the resignation of the Senior Leprosy Officer was not filled and there was a shortage of Nursing Sisters and Leprosy Control Officers. The work in all settlements was maintained during the year but the number of applications for admission far exceeded the accommodation available. Towards the end of the year the British Empire Leprosy Relief Association Research Unit was established at Uzuakoli in the Owerri Province.

### *Medical and Health Services*

The scheme provides for the organisation of hospital services, mass treatment of epidemic and endemic diseases by mobile epidemic units and the setting up of rural health centres as well as for the training of the necessary staff. The programme was seriously held up by difficulties in recruiting staff and shortages of building materials, but progress was made.

The School for Sanitary Inspectors at Aba and the hospital at Abakaliki were completed, while work was commenced on expansion of the hospital at Akure and on the training school for the Epidemic Team at Makurdi. Two Field Units started work on mass health surveys and treatment of and protection against epidemic and endemic diseases in the Benue and Cameroons Provinces.

### *Road Development*

During the year, 133 miles of trunk roads and 159 miles of feeder roads were completed while 30 miles of roads were bituminous-surfaced. A considerable amount of work was carried out on improvements to existing roads, such as permanent bridging and culverting, and preparations for the design of five large bridges were completed.

### *Textile Development*

Two Textile Centres were opened in the Western Provinces and a third is expected to be in operation early in 1948. One of the centres produced much of the equipment required for the remaining seven

envisaged in the Development Plan. The principal work of the centres is the training of spinners, weavers and dyers in modern methods of production, including methodical planning and costing; in addition, however, they will produce equipment for distribution to trainees at reasonable prices. Demonstrations of spinning and weaving were given in the Northern and Western Provinces. A certain amount of research, undertaken with a view to increasing production on broad looms, resulted in various components being devised sufficiently simple in form to be easily copied by local blacksmiths and carpenters. Progress was in general encouraging and there is no doubt that considerable interest has been aroused. Enquiries at Textile Centres indicate that local business men with money to invest are interested in the possibility of using power-driven looms and eight such looms are actually operating in Lagos.

### *Town Planning and Village Reconstruction*

An encouraging sign has been the willingness of the villagers to co-operate voluntarily in village reconstruction, particularly in the Northern Provinces where numerous rural development schemes are in progress. A good example of such a scheme is afforded by the work going on at Biliri in the Tangale-Waja area of the Bauchi Province. Soil erosion, epidemics due to overcrowding, and inadequate water supplies had already begun to drive the people from the steep hillsides to the plain. It was, therefore, not difficult to organise the movement of population and to establish a balanced rural economy. Six villages have been established and 1,200 compounds laid out. Of the numerous other schemes in progress, those at Jiwa, Gulu and Doko in the Niger Province are worthy of mention. At Port Harcourt, in the Eastern Provinces, town planning on a large scale was undertaken. A Town Planning Authority was appointed and has the services of a Development Officer to assist in the planning and implementation of schemes. Good progress was made during the year under review: two planning schemes designed to alleviate the acute housing shortage were prepared and put in hand, and preparation of others was commenced.

### *Veterinary Development*

This is a large-scale programme for the general development of the livestock industry and embraces research into and treatment of animal diseases, large-scale immunisation, livestock improvement and the study of the types of animal best suited to the various parts of the country. Provision is also made for general investigation work and economic surveys with a view to raising the standards of flaying and drying hides and skins for export. Much of the work is highly technical and depends on the availability of first-class research workers, but a certain amount of progress was achieved, particularly in the establishment of Livestock Improvement Centres and Immunisation Centres; of the latter three are now complete and a fourth is under construction.

*Rural Water Supplies*

More equipment became available during the year and it was possible to commence drilling operations with three rigs. Three hundred and seventy-nine new wells were completed, 80 tanks were erected and 58 dams, catchment areas and other miscellaneous minor schemes were completed. In addition 11 bore-holes were sunk in the Bauchi, Bornu and Kano Provinces and two river-bed test bores were sunk at Maiduguri.

*Urban Water Supplies*

Consulting engineers prepared schemes for Ilorin and Iwo and commenced investigations for Offa, Ilesha and Ikirun. Good progress was made on the schemes for Minna and Warri, and investigations for a hydro-electric and water scheme at Onitsha were carried out. Work was commenced on the Sokoto Scheme and on the extension to Jos water-works. Investigations or actual construction were commenced on a further seven schemes.

*General*

Substantial financial provision was made for schemes for forestry, general education, marine and telecommunications development, but little could be achieved during the year owing to difficulties in obtaining staff and equipment. Some progress, however, was made under the Building Programme Scheme with the buildings required for these schemes.

Work continued as in former years on the schemes for fisheries development, soil conservation and social welfare. In addition the following schemes continued in operation: mission advisers on education, the Oil Palm Research Station, mineral resources research, and pathological and physiological research.

Towards the end of the year under review the Director of the West African Institute of Trypanosomiasis Research was appointed. The sites for the two main centres of the Institute were selected, layout plans were prepared and outline drawings of all the necessary buildings were made.

## PART II

### Chapter I: Population

No general census has been undertaken throughout Nigeria since that of April, 1931, when the population was found to be 19,928 171, inclusive of natives of Nigeria, native foreigners and non-natives. Estimates of a varying degree of accuracy can, however, be made from annual returns of tax-payers. These returns have only a limited value as guides to population trends, if only for the reason that women are not subject to direct taxation over large parts of the territory, so that their number, as well as that of children over wide areas, can only be estimated roughly. But it can be safely said that the native population of Nigeria is increasing, the estimated total figure for the last pre-war year being 20,588,840, and those for the years 1943, 1944 and 1945 being 21,329,328, 21,498,674 and 22,023,662 respectively.

The predominant type in the population of Nigeria is that of the "West Coast Negro". As might be expected, this is to be found with greatest uniformity and least dilution in the heavily timbered country of the south-east, where overland migration has always been difficult and unattractive. In the north and west other stocks have mingled with the substratum, and in some regions overlaid it—if, indeed, it was originally present there. The Fulani and Shuwa Arab, for example—the former widely but thinly distributed north of the forest zone, the latter practically confined (in Nigeria) to the neighbourhood of Lake Chad—represent types very far removed from the Negro, and may be roughly described as "Mediterranean" and "Semitic" respectively. It should be added that there are many conflicting theories as to the origin of the Fulani, and that all that is certainly known is that their ancestors spread westwards between the desert and the forest, reaching Bornu from Melle in the fourteenth century, and that they are to be found to-day in scattered communities over the whole of the Western Sudan, from Cape Verde to the Kordofan. Between the extremes represented by pure Fulani, Arab and Tuareg on the one hand and the Forest Ibo on the other there exists a great variety of physical type, language and culture, the result of long and extensive intermingling of immigrant stocks, such as Berber, Bantu and Nilotic Negro, and in all but a few areas it is impossible to draw definite lines of ethnic demarcation.

The term "tribe" is highly misleading as applied to the peoples of Nigeria, inasmuch as most of the groups on which it is commonly conferred lack both self-consciousness and political focus as such, and often include a considerable diversity of ancestral stocks. For descriptive purposes, however, it has been customary to list certain major groups, in



most of which the distinguishing characteristic is language; some of these are localised, and in a few there is physical homogeneity and belief in a single derivation. But neither political nor ethnic ideas should in general be attached to such categories for in Nigeria scientific ethnography is possible only as a product of the closest study and correlation of local histories, traditions and culture, and language is often fallacious as a guide to racial affinities. The strength of the four main linguistic groups as shown by the 1931 census was: Hausa 3,604,016; Ibo 3,172,789; Yoruba 3,166,154 and Fulani 2,025,189. Four other groups—the Kanuri the Ibibio, the Tiv and the Edo—showed census figures varying between 1,000,000 and 500,000, whilst the number of Nupes was shown as 326,017 and that of Ijaws as 156,324.

The Hausa are simply a linguistic group, consisting of those who speak the Hausa language as their mother tongue and do not claim Fulani descent, and include a wide variety of stocks and physical types; the greater part of this group is found in the northern emirates. The Fulani are intermingled with the Hausa, and include all who claim descent (often only in the male line) from the true Fulani stock, which is to-day preserved only amongst the nomadic herdsmen ("Cow Fulani") and a minority of settled communities which have escaped intermarriage with the indigenous people. A majority of those listed as Fulani speaks the Hausa, not the Fulani, language as its mother tongue. The Kanuri, largely localised in the Chad basin, are a linguistic group, but have more physical homogeneity than either of the two already mentioned, and a political focus in the ancient kingdom of Bornu. The Tiv may properly be termed a "tribe", for they form an almost solid block occupying a limited region on the lower Benue, have a conspicuous uniformity of language and physique and believe themselves to represent a fairly recent immigration from the south-east; moreover, they possess the germ of political unity, which is being sedulously fostered under their present administration. The Nupe are partially localised in the valley of the River Niger above its confluence with the Benue, and, like the Hausa, are a linguistic group including various stocks and dialects and, since the Fulani conquest, divided amongst a considerable number of states.

The remaining groups, all linguistic, belong to the Southern Provinces, except a considerable minority of the Yoruba resident in the south-western part of the Northern Provinces. Edo (or "Idu") is the native name for Benin, and has been applied to those who speak the language of that place, the seat of a powerful dynasty which has at one period or another dominated most of the "Edo-speaking people" or their ancestors. None of the other groups mentioned preserves any recent tradition of political unity, and both Ibo and Yoruba, especially the former, include a diversity of physical types, while many Ibo dialects differ so much amongst themselves as to be practically distinct languages. Yoruba, however, is spoken with some uniformity throughout the ancient kingdoms of the south-west, and with the spread of literacy is developing a literature of its own. The Ibo-speaking peoples form an extensive and fairly solid block immediately to the east of the lower course of the Niger, but, like their neighbours, the Ijaw on the south-west and the Ibibio on

the south-east, seem never to have developed any political organisation higher than that of the town or small group of villages.

In addition to the ten listed above, there is a very large number of minor linguistic groups, some comprising tens of thousands of individuals, others limited to single villages. These together account for the balance of 4,683,044 (1931 census) not included in the ten main divisions of the population. Many of these minor groups still vigorously preserve their distinctive languages and customs, but with improved communications there is a growing tendency towards assimilation, particularly in the north by reason of the spread of Islam and the Hausa language. Throughout the greater part of the Northern Provinces Hausa is the language of the markets and trade routes, and, like Swahili in East Africa, but to a more limited extent, is becoming the *lingua franca* of that region.

Whilst the registration of vital statistics is compulsory in certain townships in the Protectorate, and is also undertaken with varying success in a number of Native Administrations in both the Northern and Western Provinces, a fair standard of accuracy has been attained so far only in Lagos where registration has been in operation since 1867. The available Lagos figures indicate that between the two past wars a fall of the death-rate has taken place from 30 per 1,000 to 20 per 1,000, whilst the birth-rate has remained fairly constant at about 24 per 1,000. Infantile mortality fell during the same period from 285 to 123 per 1,000 live births and the percentage of still to live births fell from 5·6 to 3·4.

The only important general population trend which has taken place during the war years has been a steady drift to Lagos and Ibadan and to certain other towns, particularly in the Western Provinces. This was accentuated by heavy demands for labour on military works, but the main reason is undoubtedly the attraction of higher wage rates and increased social amenities in the towns with which, owing to improved communications, the peasant is now becoming increasingly familiar.

The drift to the towns during 1947 was less marked than previously in Lagos as a result of restrictions placed on the registration of workers in order to prevent overcrowding by the influx of people from the provinces seeking work. At the same time certain parts of the Northern Provinces showed a tendency to reverse the drift, with a steady exodus from the "county town" to the country farm.

Some of the pagans of the Bauchi, Adamawa and Plateau Provinces, who for generations have lived clustered together in the remote hilltops to escape the marauding bands of Hausa and Fulani slavers, are at long last moving down from their hills to less cramped and more healthy accommodation on the surrounding plains. In the West Tangale district of Bauchi Province, where the hill population is particularly dense, this movement has been assisted by a carefully planned resettlement scheme supervised by a resident Development Officer.

## Chapter 2: Occupations, Wages and Labour Organisation

### OCCUPATIONS AND WAGES

Nigeria is still very largely a country of peasant farmers. Although no accurate figures are available showing the numbers actually engaged in the various branches of agriculture, it can safely be stated that the great majority of both the male and female working population are so employed.

This overwhelming predominance of agriculture as the source of livelihood should not, however, be allowed to obscure full appreciation of the growth of wage-earning employment both in Government services, such as the Railway, the Colliery, Public Works and Posts and Telegraphs, and in the service of private firms. There are extensive tin mines in the Plateau Province, a factory producing local cigarettes, one or two soap factories and local weaving enterprises on a small scale. In addition, gold is being won in the Ife-Ilesha district of the Oyo Province and the scientific examination of Nigeria's gold prospects, with a backing of adequate capital, is commencing for the first time as a result of the grant of special exclusive prospecting licences to a number of interested industrial concerns.

As regards the total numbers employed in wage-earning occupation, Government and Native Administrations employ some 135,000 workers, whilst non-Government enterprises employ a further 101,500, making a total of 236,500. These figures are reasonably accurate in respect of employers with 10 or more employees, but there are no records of the employees in smaller business. It is possible therefore that the total number of workmen earning regular wages may be as high as 250,000. Of the figures given above, 68,000 are employed by European firms, 16,000 by Missions, 15,000 by African firms and 2,000 by Syrians, Lebanese and others.

Government is the largest employer of labour in the country. As the Harragin Commission Report did not cover the unestablished and daily paid staff, a committee was appointed by Government to make recommendations for the consolidation of wages and cost-of-living allowances for these employees. The recommendations, which were accepted by Government, included the division of labour into three categories, general labour, special labour and skilled artisans, and of the country into six geographical areas for wages purposes, with consolidated wages and increments retrospective to 1st January, 1946. The new rates varied from 9d. to 2s. 7d. a day for general labour and from 1s. 1d. to 3s. 6d. a day for special labour according to locality, while artisans receive from 4s. 6d. to 8s. a day according to grade, with various rates of increment. There is no change in the standard hours (45 per week) laid down by Government for its employees. Overtime rates are paid where necessary. Most commercial firms have followed Government's lead and have raised the minimum wages paid to general labour. Lower rates and longer hours are found among small business firms and contractors.

## COST OF LIVING

The continuous rise in prices of all imported merchandise and provisions during the war, coupled with representations made to Government by the Association of European Civil Servants of Nigeria, led in 1943 to an attempt to compute a cost-of-living index for those officials working in Nigeria whose homes were overseas. Difficulties were rapidly encountered by the investigating committee. In the case of married men, since the maintenance of two homes is involved, the cost of living in the United Kingdom had to be considered; and in the cases of both single and married men the cost of living in Nigeria varies enormously from station to station. If, in addition to officials of Government, a cost-of-living index for non-indigenous persons in general had been attempted, it would have been still more complicated by the different national characters, the wide range of incomes (£400 to £2,500 for officials and for non-officials in many cases much in excess of £2,500 per annum) and the variations in social status of people accustomed from birth to very different standards of living. The investigating committees, on examining replies to a questionnaire circulated to Government officials, ultimately found that it was impossible to produce accurate "weightings" of expenditure patterns, due to enormously varying interests, personal commitments and customary standards of the officials. It was, however, considered reasonable to deduce from the facts given, that a single man in 1939 could live comfortably on £200-375 a year according to locality. It is estimated that the minimum cost of living in Lagos now for a single man is £375-400 per annum.

*Local Workers*

No accurate figures of the cost of living of local workers are available. The preparation of a cost-of-living index for such workers has always been fraught with difficulties; the problem is not one, but many. The enormous area involved, some 370,000 square miles, the diverse types of people and their widely-varying expenditure patterns, the different rates of pay according to the Department of Government and the part of the country concerned, all combine to make the computation of an accurate index impossible without an elaborate programme of field work. The Commission of Inquiry, under Mr. W. Tudor Davies, appointed by the Secretary of State, to enquire into the rises in cost of living and to make recommendations *inter alia* as to methods of control, increased allowances if necessary, and methods of computing cost-of-living indices, submitted its report in April, 1946, and consideration is now being given to the means whereby a Nigerian cost-of-living index can be computed from information as to conditions in the main towns and the more populous rural areas. The work is being undertaken by the newly formed Department of Statistics.

## LABOUR DEPARTMENT

The size and work of the Labour Department increased during the year. So far as its limited staff permitted, the Department made good use of the powers vested in the Commissioner of Labour to perform duties

whose scope extended over the whole of Nigeria. These duties included the regular and systematic inspection of work-places with a view to enforcing the observance of labour laws; the improvement of industrial relations by the maintenance of constant contacts with both employers and workers; assistance rendered to trade unions with a view to their being developed on sound lines; the control and registration of labour; trade testing of employees in Government and commercial employment and the regulation of working conditions generally.

Although the staff position did not show much improvement during the year, the Department was fortunate in the appointment of a number of Labour Officers from the United Kingdom, who have had previous experience of the type of work they are required to do locally. In particular the appointment of a Trade Union Officer gives hope that trade-unionism will develop along sound lines. He was able to assist with the re-organisation of trade unions and to instruct trade union leaders on the responsibilities attached to their office as the mouthpiece of the working population. Other officers with experience in the different aspects of the work of the Ministry of Labour also helped workers to realise that they, like their employers, were free to consult the Labour Department in all matters relating to their conditions of service, an opportunity of which they take an increasing advantage.

The Trade Testing Branch has contributed to the confidence which workers now repose in the Department. Consequent upon the classification and revision of wages of unestablished Government staff, enquiries were received from the Nigerian Railway and the Public Works Department regarding the possibility of testing their employees in the Provinces. Owing to the acute shortage of testing staff and the absence of trade testing centres in the Provinces, it was not possible to arrange for the tests immediately after the requests were made. The position improved somewhat towards the end of the year when programmes of visits to important centres in the country were drawn up. Applications for trade tests received from individual Government Departments and private employers have increased considerably and workers have expressed satisfaction with the scheme and regard the decisions of the trade testers as unbiassed and impartial. The activities of the Labour Advisory Board for Lagos and the Colony were increased during the year and the recommendations of the Board have been submitted to Government for consideration. The Plateau Minesfield Board completed its enquiry into the conditions of employment of unskilled labourers and task workers employed in tin mining on the Plateau. Its recommendations have been submitted to the Governor-in-Council.

Preliminary investigation into the service conditions of workers in the timber areas of the Western Provinces was undertaken by a Labour Officer. The Officer's report disclosed that there was need for improvement, not only in wages and conditions of work, but also in the general welfare of workers.

The Industrial Relations Branch of the Department was taxed to its utmost capacity during the year. Early in the year, the Secretary of State for the Colonies approved the adoption of the majority of the



recommendations made in the report of the Harragin Commission. The new terms and conditions of service were brought into effect from 1st January, 1946.

Government also published the "Report on Unestablished and Daily Rated Government Servants". Both sets of recommendations involved a substantial increase of wages for established and unestablished employees of Government. As a result of these recommendations, workers employed in commercial establishments demanded increases in their rates of wages. Strikes were staged by some of these owing to their impatience for action by their employers, who had to consider Government's awards before taking final decisions on how far they could meet the demands of their own employees. The Labour Department was instrumental in settling many of these industrial disputes and maintaining industrial peace thereafter.

The work of the Employment Exchanges was extended by the opening of a new Registration Office in Sapele. Workers in general have begun to appreciate the usefulness of these offices, and employers have also co-operated with the Department in the selection of suitable candidates to fill vacancies. In Lagos, notices appeared in the Press from time to time reminding employers of their obligation to employ only persons who possessed Labour Registration Cards. The Restriction on Engagement Order has had a salutary effect in checking the number of applicants for work. Both adults and juvenile applicants for work now appreciate the need of suitability for various jobs and, therefore, take the advice of Exchange Managers in good part.

The training of staff during the year was not overlooked. Series of lectures were given at regular periods to Assistant Labour Officers-in-training and Assistant Exchange Managers-in-training. All these African officers are being trained with a view to making it possible for them to perform satisfactorily more important duties in the future. A six-monthly progress test for these officers, as well as for Assistant Labour Officers and Assistant Exchange Managers, was inaugurated during the year and the results of these tests have so far been satisfactory. Arrangements have also been made for the Heads of separate branches of the Department to give talks on the policy, scope and functions of the work of their branches and to answer questions on any points which are not clear to those attending the lectures. The Labour Department is expanding gradually and it is worthy of note that suspicion by members of the public—especially workers—is now giving way to confidence and faith in the Department.

#### TRADE UNIONISM

During the year keen interest was shown in the regrouping and re-organising of unions on a craft and industrial basis.

The following amalgamations have taken place:

- (a) three registered trade unions catering for motor transport workers amalgamated to form the Nigerian Motor Transport Drivers' Union.

- (b) five unions catering for employees of the U.A.C. have amalgamated to form the Amalgamated Union of U.A.C. Workers of Nigeria;
- (c) the Amalgamated Union of Clerical and Allied Workers was formed from five registered unions and six unions in the process of registration;
- (d) five registered tin-mine workers' unions amalgamated to form one union.

Arising from the amalgamation of the tin-mine workers' unions, the employers in the tin mining industry have agreed to give recognition to the new union and a new relationship between employers and workers has developed. A dispute at the Enugu Colliery made necessary a complete re-organisation of the Colliery Workers' Union and resulted in the restoration of official recognition to the union. Sectional branches of the union have been set up and proper machinery is now being considered to deal with future problems at the colliery.

The Trade Union Officer was invited to attend the annual conferences of the following unions and gave an address at each conference: Railway Workers' Union, Railway Station Staff Workers' Union, Railway Loco Drivers' Union, Federal Union of N.A. Staff, Amalgamated Union of U.A.C. Workers, and the Trade Union Congress.

The British Parliamentary Delegation which toured Nigeria in the early part of the year met representatives of the Trades Union Congress and Railway Workers' Union. The subjects discussed during the meeting included racial relations, land and housing problems of Nigerian workers, the Labour Department, the economic well-being of Nigerian workers and political and educational problems of Nigeria.

The development of trade unions is progressing but many workers still do not understand the proper functions of a trade union. The Labour Department continued to give advice on the rudiments of trade unionism, and the willingness on the part of trade union officials and members to bring their difficulties to the notice of the Trade Union Officer showed that the former were overcoming the distrust which they had so often revealed in previous discussions.

The total number of registered trade unions at the end of the year was 102, with a total recorded membership of 76,333.

#### LABOUR LEGISLATION

Two important bills, which were fully discussed with trade unions, were passed into law at the March Session of the Legislative Council. They deal with the proper keeping of trade union accounts and with strikes in essential services.

The first, entitled "An Ordinance to amend the Trade Union Ordinance, 1938", empowers the Registrar of Trade Unions to take necessary steps to ensure that union accounts are properly kept, that adequate means of checking irregularities and fraud exist, and to ensure compliance with rules essential to the proper keeping and rendering of accounts. The Registrar has also power to call for any books, records and

documents relating to union accounts for examination by himself or by an auditor appointed by him.

He is further empowered to institute criminal and civil proceedings on behalf of any trade union for the recovery of funds where no proper account is produced.

The second, "An Ordinance to amend the Criminal Code", provides a new section (305A) to the Criminal Code and is designed to safeguard the supply of electricity and water where such services are vital to human life and public health. Under the provisions of the new section it is an offence for a person or group of persons maliciously to break their contract of service in such undertakings, and not less than seven days' notice of the intention to terminate such a contract of service must be given.

By Order-in-Council No. 35 of 1947 the provisions of the Labour Code Ordinance No. 54 of 1945 in as far as they relate to forced labour are now applied to the whole of Nigeria, and the legislation which was embodied in the repealed Forced Labour Ordinance (No. 22 of 1933) is thus restored. The effect of the Order-in-Council is to restrict the exaction of forced labour throughout Nigeria to limited and specific circumstances. These are:

1. The Governor may authorise the exaction of forced labour in order to provide carriers for purposes of transport and may make regulations governing their employment.
2. A Native Authority, with the sanction of the Governor, may exact forced labour for minor communal services such as the maintenance of native buildings used for communal purposes, the maintenance and cleaning of local roads and paths, the repairing of town or village fences, and the digging and construction of wells.
3. A chief, who is fully recognised as such by the Governor, may, within certain clearly defined limits, exact such personal services as are reserved to him by native law and custom.

In all other respects the exaction of forced labour is prohibited throughout Nigeria.

## Chapter 3 : Public Finance and Taxation

### REVENUE AND EXPENDITURE

Comparative statements of Nigerian Revenue and Expenditure are published monthly in the *Nigeria Gazette*. In 1938-39 Revenue amounted to some £6 million and Expenditure to some £7 million. The cost of public services has increased considerably in recent years, and this has been met by increases in the rates of direct and indirect taxation. Ordinary Revenue and Expenditure during 1946-47 reached £14,041,404 and £13,108,412 respectively (see Appendix A).

In 1946-47 Excise and Export Duties provided 51 per cent. of the Revenue, and Direct Taxes 18 per cent. Both these items showed increases throughout the war years (see Appendix B). Interest, largely contributed by the Railway in respect of Capital Works Expenditure

financed from Nigerian Loan and General Funds, provided 8 per cent. of the Revenue, the balance being made up of such items as licences, mining royalties, fees of court or office, and earnings of Government Departments. A useful adjunct to Revenue was the Nigerian share of the profits of the West African Currency Board, amounting to £320,031 in 1946-47.

Expenditure on certain public services in recent years is shown in Appendix C. £791,034 was received from the Imperial Government for development schemes under the Colonial Development and Welfare Act in 1946-47.

## PUBLIC DEBT

All Nigerian loans, other than the local loan recently floated, are quoted on the London Stock Exchange. Those outstanding at 31st December, 1947, are listed in the following table:

<i>Amount Outstanding</i>	<i>Description of Stock</i>
£	
6,363,226	Nigeria 6% Inscribed Stock 1949-79
4,263,373	" 5% " " 1950-60
4,188,000	" 3% " " 1955
5,700,000	" 4% " " 1963
300,000	" 3½% Registered " 1956-61
4,250,000	" 2½% Inscribed " 1966-71

Early in 1947 the Nigeria 5 per cent. Loan 1947-57 of £4,250,000 reached maturity. It was decided to redeem this loan at the earliest opportunity in order to take advantage of the favourable conditions then obtaining on the London money market.

£3 million were accordingly redeemed, the remaining £1,250,000 being converted at the rate of 99 with interest at 2½ per cent. redeemable in 1966-71. This conversion represents the cheapest Nigerian loan ever raised.

The annual charges for the service of the Public Debt on account of interest and statutory sinking funds in the year 1946-47 amounted to £1,384,878, roughly 12 per cent. of total ordinary expenditure.

## ASSETS AND LIABILITIES

The Balance Sheet of Nigeria as at 31st March, 1947, showed a general revenue balance of £8,051,594, a Reserve Fund of £1,500,000 and a Supplementary Sinking Fund of £1,580,517.

## DIRECT TAXATION

Two forms of direct taxation are in force: *viz.*, income tax and general tax. The Income Tax Ordinance provides for non-natives throughout Nigeria, and natives in the township of Lagos, to pay a graduated income

tax; and for all companies to pay a flat rate. The rates in force during 1946-47 were the same as for 1945-46, viz.:

<i>Chargeable Income</i>		<i>Rate of Tax</i>	
		s.	d.
For every pound of the first	£200 . . .	4	½
„ „ „ next	£200 . . .	9	
„ „ „ „	£200 . . .	1	1½
„ „ „ „	£200 . . .	1	6
„ „ „ „	£400 . . .	3	0
„ „ „ „	£800 . . .	4	6
„ „ „ „	£1,000 . . .	6	0
„ „ „ „	£1,000 . . .	7	6
„ „ „ „	£1,000 . . .	9	0
„ „ „ „	£5,000 . . .	11	3
„ „ „ exceeding	£10,000 . . .	15	0

There are special rates for incomes which do not exceed £50.

Early in 1948, an Arrangement was concluded with H.M. Government for the avoidance of double taxation. The main result of this Arrangement, which is in line with similar Arrangements concluded by H.M. Government with the U.S.A., Canada, Australia and certain other Colonies, is that the profits of a British trading concern having a permanent establishment in Nigeria will bear the full rate of Nigerian companies' tax, the burden of relieving the resultant double taxation being borne by the U.K. The Arrangement is retrospective to April, 1946.

The yield from income tax has increased progressively since 1940 (the apparent decline in 1946-47 being due to the fact that an exceptional amount of arrears was collected in 1945-46) as indicated by the sub-joined figures:

*Revenue Derived from Income Tax: Individuals and Companies*

	£
1939-40 . . .	99,141
1940-41 . . .	280,737
1941-42 . . .	565,805
1942-43 . . .	864,421
1943-44 . . .	1,517,283
1944-45 . . .	1,370,714
1945-46 . . .	2,496,644
1946-47 . . .	2,004,721

Natives outside the township of Lagos pay a general tax assessed in a variety of ways in conformity with local political, social and economic conditions, and ranging from the individual assessment of wealthy traders in large towns to a flat rate in backward areas.

In the financial year 1946-47 the general tax realised a total of some £3,000,000. Of this £250,000 was retained by Native Administrations, the balance being credited to the general revenue of Nigeria.

There are in the Northern Provinces seven main methods of assessing general tax:

- (i) *Locally distributed income tax*, which is the most general method. The unit of assessment is the village. Administrative Officers

prepare detailed assessment reports, based on a close investigation of selected areas, in respect of the average yield per acre cultivated, market price of produce, annual values of livestock and earning capacity of tradesmen and craftsmen. A total income for the unit is computed from these statistics, and a certain percentage (not exceeding 10 per cent.) is fixed as the total tax payable by a unit. The Village Head is informed of the total tax assessment of his area and apportions it, in consultation with his council of elders, according to the ability to pay of individual taxpayers. (This method of apportionment is, of course, very similar to the method followed for centuries in England, when the cost of services and works of local benefit had to be collected from the people);

- (ii) *Poll Tax*. In some backward areas, where the Village Headman is not equal to the responsible task of apportioning a total as between individual taxpayers, and where the differences in individual wealth are small, a flat rate is payable by every taxpayer;
- (iii) *Tax on Ascertainable Incomes*. The employees of Government, the Native Authorities and commercial firms who have definitely ascertainable incomes are assessed at the rate of 4d. in the pound up to £72 and 6d. in the pound on that portion of their income over £72 per annum;
- (iv) *Wealthy Traders' Tax*. In all large towns a number of well-known wealthy traders are excluded from the ordinary census made for the purpose of assessing tax by method (i). Examination is made of the wealth of these individuals from year to year and their tax is individually assessed. The income of these traders, who are not in the habit of keeping books of account, is by no means easily ascertainable; and it is for this reason that they are not classed for assessment under method (iii);
- (v) *Mines Labour Tax*. In mining areas where there is a large and, to some extent, shifting labour force, a tax of 4d. a month is payable by employees on wages of up to 4s. a week; a tax of 6d. a month is payable by tributers and by employees on wages over 4s. but not exceeding 7s. a week; and clerks, artisans and headmen whose wages are more than 7s. a week are assessed under method (iii). This tax is collected by the mining company's paymaster at the time the labour is paid, and is remitted by him to the District Head concerned;
- (vi) *Strangers' Tax*. In areas where community assessments are made by method (i), strangers or immigrants not included in the annual census are assessed by the District or Village Head concerned according to their apparent wealth, the tax payable by them being additional to the amount of the original community assessment. In the areas in which (ii) is employed, they pay the poll tax;
- (vii) *Land Revenue Tax*. This is based on a detailed assessment of the average productivity per acre in each revenue survey district, and is applied in a limited number of areas only.

In the Western Provinces quite different arrangements prevail, there are no community assessments and, broadly, the system is one combining

a flat rate with the income tax. The following types of tax are at present levied:

- (a) flat rate
  - (b) income tax rate
  - (c) trade taxes
  - (d) tax on unearned incomes
- { Levied in the Oyo and Ijebu  
Provinces only.

The rates at which the flat rate is chargeable vary from 7s. (Abeokuta Province) to 10s. (certain areas of Ondo Province). This is chargeable on annual income below a certain maximum (£24-30), and is payable by all adult males. In Abeokuta and Ijebu Provinces, in addition, a flat rate tax of 3s. is levied on all adult females. Income tax is payable by adult males whose incomes exceed the maximum at which flat rates cease to be payable.

The trade taxes still in force in the Oyo and Ijebu Provinces are payable, in addition to the flat rate tax, by persons engaged in certain trades *e.g.*, blacksmiths, goldsmiths, cattle dealers, etc. Rates differ as between trades. All tradesmen who are assessed on income as opposed to a flat rate are exempted from the trade tax. A tax at 5 per cent. in the Oyo Province and  $2\frac{1}{2}$  per cent. in the Ijebu Province is also levied on unearned, that is, investment income, such earnings not being included in the income which attracts an income tax rate.

The methods of assessment are not uniform in detail throughout the Western Provinces, but the same principles apply everywhere and the system may be briefly described as follows:

- (a) nominal rolls of all taxpayers are prepared and retained in the Native Administration Tax Office. These are revised annually, and it is the duty of Village and Quarter Heads to ensure that all the amendments are made. The nominal rolls form the basis for computing the amount of flat rate of tax payable by each quarter or village;
- (b) assessment committees are appointed for each town or village group and are responsible for assessing individuals liable under income tax rates. A return of income is demanded from each individual and forms the basis for assessment. Assessment committees also make such enquiries as they think fit regarding the circumstances of traders, contractors and others not directly employed who carry on independent businesses.

In the Eastern Provinces the system of assessment is similar to that in the Western Provinces to the extent that there are no community assessments, and the flat and income tax rates are the two methods by which the Direct Taxation Ordinance is applied. The great majority of taxpayers pay a flat rate of tax. In recent years, however, increasing emphasis has been laid on the need for progressive improvement in the number and accuracy of assessments on ascertained annual incomes. In making these individual assessments, the general practice is for assessment committees of the Native Authorities to furnish to the District Officer a list of persons whom they consider to be in receipt of ascertainable incomes which justify the application of a rate greater than the flat rate. Only in rare cases has it become the practice to call for written returns of income, and

ascertainment of income and assessment proceed in accordance with such methods as commend themselves to the tax collection authorities or their assessment committees.

An interesting experiment is being made in certain areas of the Cameroons and Onitsha Province, with the object of relating the tax payable more closely to the means of individual taxpayers. It is based on the assumption that there is a large number of taxpayers whose incomes, though unascertainable on a strictly individual basis, should attract assessment at a rate higher than the basic rate prescribed for their communities. The intention is to apply a scale which will proceed by intervals of, say, one shilling to a maximum above which there could be individual assessments, and to group the taxpayers accordingly. This places on the Native Authorities the important responsibility of distinguishing between the various levels of prosperity among those who at present pay a uniform flat rate of tax.

### *Collection of Direct Tax*

The main fact to be noted about the collection of direct tax is that Native Authorities of Nigeria constitute the machinery for collection. The chain of authority characteristic of the northern system of native administration, and the fact that the most usual procedure is that of community assessment, makes the collection of tax in the north a relatively simple and straightforward process. In the Eastern Provinces the normal method of ensuring that each taxable male pays his tax is for the Native Authority to require the tax collectors, who in the majority of cases are the persons put forward by families as their representatives for this purpose, to furnish a nominal roll of all taxable males in the family or other unit. These nominal rolls are checked by the Native Administration staff and submitted for the District Officer's approval. When the rate is settled, the tax collector receives a demand note signed by the District Officer requiring him to collect from a specified number of persons the tax at the basic rate. It is then the duty of the collector to collect and receive the tax due from each man on his roll and to give him a numbered receipt. It is normally the practice to add to the demand note the details of individual assessments of tax on the ascertained income within the family or other unit for which the collector is appointed.

The arrangements in the Western Provinces for the collection of the flat rate tax are similar, although the collectors appointed by the collecting authority are usually members of that authority. In the case of tax on individually assessed incomes, demand notes are issued to each individual liable to pay the tax and he then pays direct to the Native Administration Tax Office or to the local tax clerk. In certain districts income tax may be paid by instalments.

*Jangali*, a capitation tax on cattle belonging to nomad herdsmen, is levied almost entirely in the Northern Provinces.

### CUSTOMS TARIFF (SUMMARISED)

The First Schedule to the Customs Ordinance, 1942, enumerates articles on which import and export duties are imposed, together with



articles that may be imported free of duty. Duties were raised early in 1948, examples of rates in force at 31st March, 1948, being:

Wearing apparel (shirts, sing- lets, boots, shoes and socks)	16½ per cent. <i>ad valorem</i> or specific rates.
Bicycles . . . . .	15s. each.
Clocks and watches . . . .	1s. 3d. each or 20 per cent. <i>ad valorem</i> .
Motor Cars. . . . .	10s. per 28 lb. net weight.
Motor Lorries . . . . .	£6 5s. each.
Motor Spirit . . . . .	10d. per gallon.
Toilet preparations . . . .	66½ per cent. <i>ad valorem</i> .
Provisions . . . . .	20 per cent. <i>ad valorem</i> or specific rates.
Brandy, gin, rum and whisky	£3 15s. per gallon.
Other spirits . . . . .	£3 15s. or 66½ per cent. <i>ad valorem</i> .
Tobacco—unmanufactured .	4s. 3d. per pound.
Cigars . . . . .	£1 per hundred.
Cigarettes . . . . .	£3 per thousand or £1 6s. per pound.

Exemptions from import duties include advertising matter, aircraft, goods imported by the British Overseas Airways Corporation and similar corporations, and for the service of Government Departments and Native Administrations; mosquito nets and agricultural, mining, water-boring and industrial development machinery. Approximately 66 per cent. of Nigerian import duty is derived from tobacco, salt, spirits, piece-goods and petroleum products.

### *Export Duties*

At 31st March, 1948, the export duties in force were:

Cocoa . . . . .	£6 10s. per ton.
Palm kernel oil. . . . .	£2 per ton.
Palm kernels . . . . .	£2 per ton.
Palm oil . . . . .	£3 per ton.
Tin . . . . .	6s. 8d. per ton.
Fresh bananas . . . . .	3d. per count bunch.
Dry bananas . . . . .	2d. per 10 lb.
Cattle hides . . . . .	£19 per ton.
Sheep skins . . . . .	£33 per ton.
Goat skins . . . . .	£55 per ton.
Groundnuts . . . . .	£2 10s. per ton.

### EXCISE DUTIES

These are levied on locally manufactured cigarettes.

## LICENCES AND STAMP DUTIES

The revenue derived from licences and stamp duties in the year 1946-47 was as follows:

Licences:	Arms and ammunition . . . . .	£ 3,832
	Boat and canoe . . . . .	1,153
	Forestry—General. . . . .	476
	Game . . . . .	269
	Goldsmiths and gold dealers . . . . .	857
	Liquor. . . . .	6,189
	Motor vehicles and drivers . . . . .	182,708
	Storage of petroleum . . . . .	1,147
	Wireless . . . . .	777
	Unclassified . . . . .	2,457
Stamp Duties . . . . .		18,580
		<hr/> £218,445 <hr/>

## ESTATE DUTY

There is no estate duty in Nigeria, but *pro rata* charges are payable to the Administrator-General in respect of estates administered by him. Revenue derived from this source in the year 1946-47 amounted to £1,661.

## Chapter 4: Currency and Banking

The currency in circulation is a West African currency issued by the West African Currency Board in London on behalf of the four West African Colonies: Nigeria, Gold Coast, Sierra Leone and Gambia. It consists of notes of denomination twenty shillings and ten shillings; copper alloy coins of denomination florin, shilling, and sixpence; nickel-bronze coins of denomination threepence, penny, halfpenny, and tenth-penny. Notes, alloy coins and nickel bronze threepences are legal tender for any amount; nickel pence, halfpence and tenth-pence are legal tender for amounts up to one shilling. The currency is interchangeable with sterling at par (subject to remittance charges). Currency is issued to the Bank of British West Africa or Barclays Bank (Dominion, Colonial and Overseas) as required, against payment to the West African Currency Board in London or against deposit of currency of equivalent value with the agents of the West African Currency Board in one of the other West African Colonies.

The following statement shows the currency issued in Nigeria by the West African Currency Board during the nine years ended 31st March, 1947:

<i>Date</i>	<i>Notes</i>	<i>Alloy coin</i>	<i>Nickel-bronze coin</i>	<i>Total</i>
	£	£	£	£
31st March, 1939	250,000	4,732,894	873,643	5,856,537
„ 1940	228,600	4,289,392	1,030,984	5,548,976
„ 1941	287,558	4,588,590	1,183,557	6,059,705
„ 1942	529,773	5,483,195	1,439,873	7,452,841
„ 1943	1,440,851	8,377,909	1,590,333	11,409,093
„ 1944	1,606,364	10,151,844	1,755,764	13,513,972
„ 1945	2,276,198	11,207,947	1,901,964	15,386,109
„ 1946	3,213,927	12,863,442	2,062,416	18,139,785
„ 1947	4,696,430	16,512,093	2,220,490	23,429,013

The currency issued in Nigeria by the Board at 31st March, 1947, represented 57·9 per cent. of the total West Africa circulation. The increases in circulation recorded above are attributable mainly to the continued rise in the price levels of the primary products of the country and of imported goods, and the resultant increase in the level of general earnings.

The proportion of notes in circulation in Nigeria has increased progressively from 4·3 per cent. at 31st March, 1939, to 20·0 per cent. at 31st March, 1947, and while this trend is mainly attributable to the increasing popularity of notes in the Western Provinces there are also signs of their increasing use in the Eastern and Northern Provinces.

“Manillas”, tokens of horsehoe shape originally introduced into Nigeria by the Portuguese, are in circulation as currency in certain parts of Nigeria, mainly in Calabar and Owerri Provinces. Estimates of the number of manillas in circulation vary from 15 to 40 million, while exchange rates varying from 18 to 7 to the shilling have been reported. The redemption of these manillas is under consideration.

The banks operating in Nigeria are:

*Bank of British West Africa Limited.*

Branches at Lagos (2), Abeokuta, Calabar, Enugu, Ibadan, Jos, Kaduna, Kano, Maiduguri, Onitsha, Oshogbo, Port Harcourt, Sapele and Zaria.

*Barclays Bank (Dominion, Colonial and Overseas).*

Branches at Lagos, Ibadan, Ijebu Ode, Jos, Kano, Port Harcourt, Victoria and Zaria.

*National Bank of Nigeria Limited.*

Branches at Lagos, Agege, Abeokuta, Ibadan and Kano.

The two first named are incorporated in the United Kingdom, the latter being incorporated in Nigeria.

There is a Post Office Savings Bank organised on similar lines to the corresponding institution in the United Kingdom. Its operations are widespread and savings bank business is transacted at 124 Post Offices. There has been a steady expansion of its activities during recent years as shown below:

	<i>No. of Depositors*</i>	<i>Total Deposits</i>
		£
31st March, 1939 . . .	41,737	185,183
„ 1946 . . .	98,184	1,697,462
„ 1947 . . .	112,711	1,846,723
31st December, 1947 . .	120,513	2,133,000 (approx.)

\* Excluding dormant accounts.

## Chapter 5: Commerce

The volume of visible trade increased more sharply in 1947 than ever before, and has now reached the record total of £70,795,732 (including re-exports†) in comparison with the 1946 total of £45,024,261. Undoubtedly general inflation in world prices has contributed much to this phenomenal rise in values, but nonetheless there was also a satisfactory all-round increase in the volume of trade, which is continuing evidence of the virility of this young country.

Imports this year were valued at £32,465,682, excluding bullion and specie (£6,955,830), and show a marked increase on last year's record total of £20,510,066. It is noteworthy that, due probably to production difficulties and shortage of raw materials, the United Kingdom and Empire share of these imports has fallen in comparison with 1946 from 63 per cent. to 49 per cent. and from 12 per cent. to 9.6 per cent. respectively. Much ground has been gained by the United States of America, whose share in Nigerian markets, particularly in respect of textiles and machinery, has increased substantially. Italy, Belgium, Czechoslovakia and Mexico also show very substantial increases, and interesting newcomers to Nigerian trade are Algeria, Hungary and Iceland.

Textiles, again, were the most valuable single item for 1947, and accounted for approximately 40 per cent. of the value of the total imports. Nevertheless, the supply position in this commodity is not yet satisfactory, although Nigeria, drawing from such varied sources as Italy, India, Japan, Mexico, the United Kingdom and the United States of America, has benefited to some extent from increasing world supplies. A corresponding increase in value and volume has also occurred in the majority of commodities, as the following value figures will show,

† Valued at £1,211,211 in 1947 and £887,883 in 1946

Figures in parenthesis are given here and elsewhere in this chapter for purposes of comparison with figures for the year 1946:

	£	£
Cotton piece-goods .	9,993,753	(5,921,284)
Electrical apparatus .	386,327	(239,244)
Iron and steel .	1,291,839	(949,084)
Industrial machinery .	280,024	(208,868)
Locomotive parts .	425,585	(78,967)
Motor chassis .	472,371	(114,189)
Hollow-ware .	360,698	(71,465)
Private cars .	620,906	(202,414)
Bicycles .	402,663	(246,606)
Boots and shoes .	224,455	(79,739)
Jute .	865,374	(530,912)

The volume of exports was, in general, well maintained, although internal transport and storage difficulties still persist. The value of this trade (merchandise and raw gold) increased to £37,118,839, excluding specie (£23,626,312), and constitutes a new record. This is due mainly to the persistent rise in world prices for the commodities which Nigeria exports; nonetheless the majority of commodities also showed a slight increase in volume, Cocoa exports, for example, whilst increasing only in volume from 100,186 tons in 1946 to 110,793 tons in 1947, increased in value from £3,778,507 to £10,650,131. Large increases were also recorded in palm oil—£3,241,936 (£2,050,855)—and palm kernels—£6,203,904 (£4,160,262)—while groundnuts showed a smaller balance £6,270,047 (£5,675,416). An interesting feature of the export programme was the continuing world demand for hides and skins and outstanding increases, both in value and volume, were recorded. Exports of hides, for instance, increased in value to £903,292 (£289,962) and in volume to 104,707 cwt. (60,664 cwt.). Sheepskins, untanned, rose in value to £330,410 (£134,909) and in volume to 2,379,388 lb. (1,390,723 lb.), while goatskins increased to £1,868,774 (£686,973) and in volume to 7,960,845 lb. (4,698,419 lb.). The new reptile skin industry is slowly developing momentum and promises to become a lucrative export. Many countries are showing interest in this particular product.

Generally, then, Nigeria's trade position is very satisfactory and, with an expanding economy drawing inspiration and momentum—albeit slow—from the Development Plan, the prospects for the future are bright. A favourable balance of trade\* in 1946, amounting to £4,004,129 has been increased to a credit balance of approximately £5,114,107 during a year when imports have again reached a record level. Moreover, in these days of controlled economies and currency difficulties, a really encouraging feature for the future is the development of the export trade to the United States of America. In the short period of a year Nigerian exports to this destination have expanded from £2½ million to nearly £6 million.

\* Exports (including raw gold) and re-exports—imports (excluding bullion and specie).

*Export Produce*

During the year the bulk of the export crops was purchased by the West African Produce Control Board and marketed in accordance with International Emergency Food Council allocations. Purchasing was carried out by the licensed buying agents appointed by the Government; these firms operated in accordance with the control schemes applicable to the various crops and sold their purchases to the Board at a fixed port price. The minimum prices at up-country buying stations were also fixed and, where necessary, reasonable producer prices were ensured by the payment of transport subsidies. In practice, the control system has continued to work well and the fixed prices have afforded the growers a degree of security and have provided an incentive to produce cash crops. Numerous applications were received for appointment as licensed buying agents and a number of additional agents were appointed during the year for all controlled crops.

The Nigeria Cocoa Marketing Board assumed responsibility for the marketing of the 1947-48 crop at the beginning of the cocoa season and its initial operations were favoured by the exceptionally high prices ruling on the world market. The port prices fixed for the various grades of cocoa when the season opened were intended to ensure that reserve funds would accumulate, even at normal world price levels, at the end of the year. The prospects indicated that the season's trading would result in the accumulation of a substantial reserve which would permit the operation of a stabilisation fund. The fact that the control of cocoa marketing is now vested in Nigeria stimulated public interest in the operations of the new Board and there have been signs of a growing realisation that the Board's control of prices and marketing is likely to result in long-term benefit to the grower in future seasons when world prices have fallen to more normal levels.

In fixing buying prices the Board offered substantial premiums for the better grades of cocoa, and purchases up to the end of the year showed that this was proving a valuable incentive to improvement in quality—a factor of vital importance if Nigerian cocoa is to attain a proper place on world markets in the future.

The oilseeds crops during the year were heavy, and storage problems arose through lack of rail capacity to effect regular and rapid evacuation to port. The storage problem for the heavy stocks of Kano area groundnuts was particularly formidable and called for the provision of large quantities of tarpaulin to cover groundnuts stacked in pyramids awaiting railment. At the opening of the 1947-48 groundnut season at the beginning of November, approximately 92,000 tons of the previous season's crop still awaited evacuation, and, with the prospect of another heavy crop in the new season, it was obvious, by the end of the year that the evacuation backlog could not be reduced until the Railway was equipped with the new locomotives and rolling stock already overdue. The rail-ment position improved temporarily with the arrival in July and August of sixteen Newfoundland engines, and it seems likely that the arrival of the twenty new Vulcan locomotives from the United Kingdom will do much to ease a difficult situation.

With regard to palm produce, the rates of evacuation and shipment were slowed down in the summer and early autumn owing to heavy rain. In the west, stocks of palm kernels were kept from accumulating by the maximum use of road transport, but in the Eastern Provinces stocks accumulated, owing to the reduced capacity of the Railway and temporary congestion at Port Harcourt. Good progress was made towards the end of the year in reducing these accumulated stocks. It is worthy of note that, in the case of both groundnuts and palm kernels, the deterioration of stocks which occurred has been negligible, in spite of the very considerable storage and evacuation problems which were encountered.

Timber exports have risen to 2,492,000 cu. ft. of logs (1,845,000) and 744,531 cu. ft. of sawn timber (540,000).

Export of rubber was affected by a sharp drop in prices and the relaxation of export control. 1947 figures were 16,506,307 pounds valued at £665,447 compared with 25,367,307 pounds at £1,390,386 in 1946.

During 1947 six companies incorporated abroad were registered in Nigeria and thirty-two companies were incorporated and registered locally. The total share capital of locally incorporated companies amounts to £637,600 and of locally registered companies the nominal share capital is £7,055,359; 1,428 business names were registered, as against 1,379 in 1946.

## Chapter 6: Production

### PRINCIPAL AGRICULTURAL PRODUCTS

#### (a) *Local Food Crops*

Growing conditions throughout Nigeria were very favourable during the 1947 crop season, and in the south good yields of staple food crops—yams, cassava and maize—were obtained. In the Northern Provinces larger areas of food crops were reported to have been planted than in 1946, and excellent crops of millet and guinea corn were harvested. From the thickly populated Owerri Province in the eastern region 30,000 tons of garri were railed to the north.

*Groundnuts.* Every effort was made to obtain maximum production of this crop in view of the continuing need for all types of oil seeds. Purchases for the 1946-47 season reached 323,000 tons, representing an increase of 21,000 tons over the previous season. The increase in price from £12 to £16 per ton, coupled with good growing conditions, were responsible for this large tonnage which has been exceeded only on one previous occasion. It is anticipated that the Railway will be unable to complete the evacuation of the 1946-47 crop before March, 1948, and stacking of large tonnages in pyramids in the open under tarpaulins has had again to be employed. This season's crop has also been satisfactory, and purchases are not expected to fall far short of the previous figure.

*Palm Oil.* The quantity of palm oil graded for export totalled 154,469 tons in 1947, against 121,893 tons in 1946. Weather conditions favoured

fruit production, and a rise in price from £16 16s. 6d. to £25 6s. 6d. per ton (Grade I oil at Lagos), which occurred in February, probably also stimulated production and sale for export. The increasing demand for hand presses and Pioneer Mills is noteworthy, and the proportion of Grade I oil containing less than 10 per cent. free fatty acid increased from 60 per cent. in 1946 to 64 per cent. in 1947, the second successive year of such improvement.

*Palm Kernels.* Throughout the oil palm belt 1947 was a year of exceptional rainfall which made the proper drying of kernels very difficult. The buying price rose in February from £11 15s. to £16 15s. per ton (port of shipment), and it is reported that this rise, coupled with greater availability of consumer goods, raised export purchases in the Eastern Provinces. This increase was partly offset, however, by smaller gradings in the Western Provinces where the counter attractions of food production and the high prices offered for cocoa have distracted attention. Total gradings for the year at 319,373 tons showed an increase of 14,118 tons over 1946.

*Cotton.* In spite of favourable conditions for the crop, purchases of cotton in the Northern Provinces for 1946-47 decreased by 1,000 bales, a reduction caused partly by increased competitive demand for seed cotton in local markets and partly by bollworm attack. Growing conditions for the cotton crop were less favourable in 1947 and caused reduced yields, while the scale of damage by bollworms showed little change. A small increase in the official price late in the season had little effect in increasing purchases for export, while the increased price differential between Grades I and II is thought to have diverted much of the Grade II cotton from the export market. Similar keen demand for seed cotton for the local spinning and weaving industries at prices considerably higher than those offered for export purchases precluded any export trade in improved Ishan cotton from the Western Provinces.

*Cocoa.* The improved prices paid for cocoa over the past two seasons, coupled with an extensive propaganda campaign by all members of the field staff of the Agriculture Department, have been followed by a very marked improvement in the standard of maintenance of cocoa farms in the Western Provinces. The 1947 crop was potentially a very good one, but the abnormally wet weather during the period July to September resulted in a heavy infestation of Black Pod disease which, it is estimated, destroyed over 30 per cent. of the crop. In addition, lack of sun and continuous rain made satisfactory drying of the mid-season crop extremely difficult, and much cocoa was damaged by mould. As a result, however, of intensive propaganda carried out by all members of the Department in collaboration with the Administration, the Co-operative Department, and Native Authorities, a most gratifying improvement in the cleanliness and quality of the crop was secured. Whereas in 1946 only 37 per cent. of the main cocoa crop had a content of slaty beans of under 20 per cent., and only 15 per cent. of the crop a content of under 5 per cent., in 1947 these proportions were raised to 89 per cent. and 45 per cent. of the crop respectively.



*Rubber.* The return of Malayan rubber to the world market has had the effect of depressing the prices offered for Nigerian rubber, whilst at the same time making necessary more exacting standards of grading. Prices for Grade I sheet have fluctuated from 3½d. to 7½d. per lb. As a result, there was a steady decline in production which was arrested, however, by an improvement in prices towards the end of the year.

*Rice.* Further encouragement was given to the cultivation of upland and swamp rice by demonstration work and the issue of seed on easy terms to farmers, and yields in 1947 were generally good. The increasing popularity of this crop, particularly in Onitsha and Ogoja Provinces, has been noted.

*Benniseed.* Purchases for export in 1946-47 were 5,256 tons compared with 3,469 tons in the previous year. An increase in price from £7 to £15 per ton in March, 1947, has renewed interest in this crop.

#### (b) *Production Methods*

*Soil Fertility.* In the Report for 1946 the main features of the prevailing traditional methods of crop production and processing were described; it was pointed out that with the increase of population, and a rising standard of living, increased pressure on the land, demanding a higher output per unit area, was exposing the weaknesses of traditional methods of farming, dependent for the maintenance of fertility on long-term fallows, rather than on the application of fertilising agents and the use of cultural practices designed to safeguard the soil against erosion. The main lines on which these problems are being tackled in the different areas of the country were also described. Limited progress on these lines can be claimed during the year under review.

In the thickly populated Eastern Provinces, where the maintenance of fertility on acid sandy soils is an acute problem, the value of the application of lime in increasing crop yields has now been established, and propaganda is being undertaken to popularise its use. There are already signs that the practice is gaining in favour. Trials have also shown that the use of artificial fertilizers on these soils is capable of securing a marked increase in yields. Further trials, particularly on the economic aspects of manuring, are necessary however, before the practice can be advocated on an extensive scale. The preparation and use of composts are being actively encouraged, and this work is being ably assisted by good work being done in schools. In the Northern Provinces, the system of mixed farming with stall-fed working cattle continues to expand, and at the end of September, 1947, the number of practising mixed farmers in that area totalled 4,068: an increase of 741 during the year. Factors which at present limit greater expansion are the temporary shortage of ploughs, and the scarcity and high price of suitable working cattle.

*Soil Conservation.* Major work and experimentation in conservation measures has been undertaken at several of the more important Agricultural Stations, and in 1947 over 400 acres were protected. These experiments will prove of value when it is possible to plan more extensive soil conservation programmes. This work has been delayed due to difficulties in obtaining heavy mechanical equipment.

*Livestock Improvement.* Breeding and selection work with local breeds of cattle with the purpose of improving milking capacity has been continued at Shika Stock Farm, and a new record lactation of 7,000 lb. of milk was recorded there in 1947. Distribution of improved cows to selected farmers has been hampered, however, by an outbreak of contagious abortion among the stock, and methods of controlling the disease are engaging the attention of the Veterinary Department. At Ilorin, research work continues, and results to date continue to indicate that the Ndama breed has definite advantages over other breeds under the conditions found in the middle belt.

In the western region considerable progress has been made with the control of village cattle herds in Ondo and Benin Provinces, and in order to meet the demand for an improved type, suited to the conditions of the Western Provinces, a cattle multiplication farm has been established at Oyo, stocked with eighteen bulls and 75 cows of the Ndama breed recently purchased in French Guinea. This farm is intended to supply stud bulls for the up-grading of village herds, and thus to provide stock for future mixed farmers in the Western Provinces. The need to make available to poultry keepers improved breeds of birds on a large scale has also been recognised, and to that end a poultry breeding and research station has now been established in Oyo Province. Experiments on the grading-up of local pig stocks with imported pure English breeds are also being conducted. The work on livestock improvement is being carried on in the closest collaboration with the Veterinary Department.

*Plant Breeding.* Botanical research has included work on the export group of crops, *viz.*, cocoa, oil palms, cotton and groundnuts, and on food crops, particularly cassava and guinea-corn. Cocoa, selected over many years for high yield and large size of bean, is now being actively propagated to provide improved material for meeting future planting demands. At the Oil Palm Research Station, near Benin, plant breeding and field experimental work on the oil palm has been continued and expanded, while seed of selections already made has been propagated for issue to planters. Favourable reports have been received on a Botanist's groundnut selection No. S.38; and a Botanist's cotton selection Samaru No. 26C continues to show marked superiority over unimproved Allen Cotton, and is being multiplied for general issue. Sterility of guinea-corn in parts of the Plateau Province, and resistance to mosaic infection as a genetic factor in certain strains of cassava, are also problems which have received close attention.

*Plant Diseases and Pests.* The extent of the loss caused by Black Pod disease in the cocoa crop, and the prevalence of the bollworm as a pest in the cotton crop, have already been mentioned.

Nigeria was fortunate during the year, however, in obtaining the services of Messrs. Hutchinson and Pearson of the Empire Cotton Growing Corporation, who carried out an investigation of the entire Nigerian cotton industry. Their recommendations are awaited. The survey revealed that the red bollworm is probably causing even greater damage than the pink variety. As a result, the control measures now in

use against the pink bollworm may have to be modified to include measures against the other variety. In 1947 cotton in parts of the Western Provinces also suffered heavy attack by *Helopeltis*. Experiments with insecticides failed to determine an effective system of control, and the problem will be further pursued during the next cotton season. A locust survey of parts of Bornu Province revealed the presence of a small population of the migratory locust, and these areas are being kept under close observation.

*Processing.* Facilities for cleaning and hulling part of the rice crop by mechanical means have been introduced by the provision of a number of small power-driven rice mills at suitable centres. Hand-operated palm-oil presses have continued to find ready buyers in the Eastern Provinces; while the Department of Commerce and Industries has installed and is operating a number of pioneer oil mills in that area. It is intended that facilities for more efficient processing of these and other crops should be increased and expanded as circumstances permit.

*Agricultural Schools.* During the year there were 75 Nigerian and 6 Gold Coast students in training at the School of Agriculture, Ibadan, of whom 43 completed their training. At Samaru there were 40 students, of whom 9 completed their training. In order to remedy the shortage of Assistant Agricultural Officers, a new three-year supplementary diploma class was started to provide for the further training of selected Agricultural Assistants of special ability. At the Oyo Farm School, which provides vocational training in farming for elementary school boys, twelve scholarships were awarded out of a total application list of 120. Special facilities have also been provided for the training of ex-servicemen at Oyo and Daudawa. Other farm schools are projected as soon as the staff position permits.

*Agricultural Shows.* A number of shows and Farmers' Weeks were again held this year, and have been of value in focussing the interest of farmers on the quality aspect of their products, and on the result of better farming practice.

*Factors Affecting Production.* Food production was satisfactory during 1947. Prices remain high, however, particularly in and near the larger towns. Evacuation of export crops is still restricted by lack of transport, and their production by the acute shortage of certain imported goods, particularly textiles. The lack of imported textile goods, despite some recent improvement, is having serious repercussions on the output of cotton for export, as the local demand from the spinning and weaving industry continues to rise. Local market prices for cotton remain high and in excess of the export price.

*Groundnut Mission.* As a result of the visit of the Groundnut Mission to Nigeria in June and July, a comprehensive survey of two sparsely populated districts in Bornu and Niger Provinces has been carried out. The survey party worked under the direction of the Agricultural Chemist, Ibadan, and included administrative, technical, and specialist officers. Exhaustive particulars of the population, water supplies, soil,

and vegetation of the areas concerned were collected. A survey of a third area in the Shendam Division of the Plateau Province has yet to be undertaken.

*Cocoa Survey.* Very satisfactory progress has been made with the Cocoa Survey in the Western Provinces during the year. Since the commencement of the survey in 1944 a total of 264,705 farms, comprising 461,807 acres of cocoa, have been surveyed. As far as is known, Swollen Shoot Disease is at present confined to a comparatively small area in Oyo Province within a radius of approximately 30 miles of Ibadan. Infected farms are being treated as rapidly as circumstances permit, and, up to 31st December, 1947, the total number of diseased trees cut out amounted to 217,040, which is approximately equivalent to 540 acres of cocoa. The survey of cocoa farms in the Cameroons was started in November, and is expected to take some nine or ten months to complete.

#### MINERALS

The principal products of mining during the year under review were:

- (i) Tin ore (cassiterite) 12,597 tons (2,240 lb.).

The cassiterite was produced by 25 limited companies incorporated in Britain, 10 private limited companies incorporated in Nigeria, and the remainder by partnerships and individuals. Nearly half the output was produced by one company. All the cassiterite was exported to Britain.

- (ii) Columbium ore (columbite) 1,286 tons (2,240 lb.).

Much of the columbite was won as a by-product of tin mining. Nearly all was exported to the U.S.A.

- (iii) Gold 2,503 oz. (troy).

The gold was produced by partnerships and individuals. Two large groups of mining companies have been prospecting for gold during the year but they have not made any application for mining leases. 2,089 oz. of gold was sold to licensed goldsmiths in Nigeria.

- (iv) Coal 579,354 tons (2,240 lb.).

Coal mining is a Government monopoly. A large proportion of the coal produced is used on the Government Railway, but a fair quantity is exported to the other British West African Dependencies.

Prospecting for mineral oil was carried on by a British company in the Eastern Provinces during the year. There were some strikes of short duration among the labour employed on the Plateau minefield and the colliery and these adversely affected production of cassiterite, columbite and coal.

In Plateau Province an old lead-zinc-silver mine is being re-opened; production from retreatment of old tailings dumps is expected shortly. In Ogoja Province another old mine is being reopened. Geophysical prospecting for lead-zinc-silver is being undertaken by a large mining company in Ogoja Province and the 1947 results indicate that substantial deposits exist.

## FISHERIES

Fishing both in inland waters and in the sea is carried out exclusively by Nigerian fishermen and fisherwomen using nets and traps. The only type of fishing boat employed is the dug-out canoe, paddled or sailed. All inland waters are heavily fished and no effective conserving measures are employed. There is considerable variation in the productivity of inland water and certain areas, in spite of intensive fishing, give a consistently greater return than others. Fishing in the open sea is not extensively practised, the generally accepted reason being that, as there are vast areas of sheltered waters and creeks, the coastal fishing people prefer not to risk the hazards of the sea. The estuaries, of which there are twenty-three, are heavily fished, some in spite of intensive fishing giving consistently better results than others.

All cured fish are consumed locally; the greater part of the catch is cured by heat and smoke, giving a product much appreciated by the people. The product is kept for some ten days only and the demand for it is so great that a longer keeping quality is unnecessary. The demand for both fresh and smoked fish greatly exceeds the supply and there is consequently no export of fish. On the contrary, there is a large import of dried unsalted fish and canned fish.

Government is considering two forms of development of the fishing industry. The first is fish farming on which exploratory work has continued at Lagos during the year and which has been combined with a training school for fishermen. The second is trawling. A small motor fishing boat is being tried out in the inland waters, and a 35-foot all-purpose motor fishing craft is being purchased, capable of operating at sea with all types of gear.

## ANIMAL PRODUCTS

The principal products in which the Veterinary Department is directly interested are:

(a) *Hides and Skins*. The bulk of these are exported to the United Kingdom, but recently, owing to the political disturbances in India, Java and China, the usual large supplies of hides and skins from these countries have not been coming forward to the world's markets, with the result that a considerable quantity of goat skins has been shipped at high prices from West Africa to the United States of America.

The total value of hides and skins exported was over three million pounds sterling. This figure represents the hides of 900,000 cattle and the skins of 900,000 goats.

In addition to exports, a flourishing "backyard" tanning trade exists, the leather produced being used locally. The main centre of the industry is at Kano, the end of the old caravan route across the desert; the dressed skins in the old days formed the bulk of the morocco leather trade, the finished articles finding their way as far north as Cairo and the various Mediterranean ports.

A staff of inspectors, both European and African, tour the countryside regularly, lecturing and demonstrating on the latest methods of

flaying, drying, stretching, etc., and according to the United Kingdom Tanners the standard and quality of Nigerian hides and skins is high.

An officer of the Veterinary Department with considerable tanning experience has recently completed a comprehensive tour of inspection of all local tanning centres on behalf of the Department of Commerce and Industries.

(b) *Meat*. There is a vast and growing trade in slaughter-stock, cattle, sheep, goats, and pigs, the bulk of which is consumed in the thickly populated areas of the central and southern belts of the country. The Northern Provinces constitute the main stock raising area from which by road and by rail large numbers of stock pass daily southward, along established routes. It is estimated that some 600,000 head of stock pass annually through the numerous veterinary control posts on their way to the large disposal markets in the south. In addition some seven million sheep and goats are trekked along these routes.

### *Disease*

The main factor affecting the stock industry is the presence, or the threat, of epizootic diseases, which not only may cause heavy death rates but also may preclude the free movement of stock. The diseases which are the most serious from this point of view are undoubtedly rinderpest, pleuro-pneumonia and trypanosomiasis, although from the point of view of the stock-producer such diseases as blackwater, anthrax, and foot and mouth disease are of equal importance, owing to the toll they take annually and to their interference with the normal movements of the herds to and from seasonal grazing and water.

With regard to rinderpest, which for so many years was difficult to control, the introduction of the goat virus immunisation technique has done much to simplify matters, and it may be said that to-day, through the immunisation of vast numbers of cattle annually, rinderpest seldom causes any serious disorganisation of the livestock trade. It is intended during the next four or five years to so intensify this campaign that, with increase in staff, more modern equipment and the co-operation of the French Authorities, rinderpest will become of little or no economic importance.

Contagious bovine pleuro-pneumonia, a most insidious disease, continues to play a much more important part than the actual number of infected herds would seem to justify. This is because of the difficulty of early diagnosis, the reluctance of the owner to report sickness, and the cumbersome long-drawn-out technique of inoculation by three injections of vaccine. A simple single-shot vaccine and an easily applied diagnostic test are eagerly awaited.

The nomadic habits of the northern stock-owners, forced on them, in the majority of cases, by shortage of water and grazing in the dry season, coupled with the widespread presence of tsetse fly, makes trypanosomiasis our leading problem to-day; although the losses may not be as spectacular or striking as those of a severe rinderpest outbreak, yet, in the aggregate, the annual loss due directly or indirectly to trypanosomiasis must run into thousands. Various drugs such as tartar emetic, antimosan, phen-

anthridinium, dimidium, etc., have been tried out, but to date no satisfactory treatment has been evolved.

### Research

In the Central Laboratory at Vom, which is well equipped but sadly understaffed, the main task has been the production of vaccines and sera for use against the common diseases of the country. Approximately two million doses have been produced. In addition a considerable amount of routine pathological and bacteriological work has been carried out. A start has been made by the Biochemist with research into technique concerned with the agglutination test for contagious abortion, the anæmias of stock suffering from trypanosomiasis, and the various mineral deficiencies seen in local stock. Research into the parasitic diseases of young stock is also proceeding.

### Food Production Scheme

Owing to the sudden cessation of imported supplies of bacon, hams, butter, etc., at the outbreak of war the Veterinary Department embarked on a production scheme at Veterinary Headquarters. A small factory was set up, consisting of improvised equipment, housed in converted buildings, and run by Veterinary staff who could be spared from time to time from other duties. At this factory butter, cheese, bacon, sausages, pickled pork, lard and clarified butter fat are produced to a total annual value of over £30,000, most of the money going back to the local African stock-owner. It has now been agreed that this industry should be handed over to the Department of Commerce and Industries with a view to expanding its production rate and placing it on a commercial footing.

### FORESTRY

Although the most conspicuous forest product of Nigeria is the large highly selected export log of the "luxury" and utility timbers, Mahogany (*Khaya spp.* and *Entandrophragma spp.*), African Walnut (*Lovoa Klaineana*), Obeche (*Triplochiton scleroxylon*) and others, the export trade is really of small importance in comparison with the internal requirements of the country. It covers the cream but not the bulk of forest produce. Nigeria, with its peasant population, depends to a far greater degree than is apparent upon its forests and woodlands for rough hewn timber, poles for house building, palm and other leaves for thatching, canes and fibres, wild fruit and, above all, for firewood.

During the year 1947, 2,492,000 cubic feet of logs, valued at £377,507, and 744,531 cubic feet of sawn timber, valued at £206,926, were exported. The internal use of timber is only controlled insofar as it concerns the permanent forest estate and the more valuable species in limited supply outside the reserves; it is uneconomic and undesirable that control should go farther. The quantities used are very large indeed and an estimate is of little practical value. The export of snake, monitor (lizard), crocodile and

leopard skins, which are classed as minor forest produce, deserves mention and amounted during the year to £77,296. The great bulk of this trade is in snake skins, mostly puff adder and python. The collection of wild rubber, a war-time necessity, has ceased.

The regular export timber trade of the country is in the hands of companies, still predominantly European, although African concessionaires work in concert with them and certain African concerns are now considering entry into the business with the mechanised equipment which has become necessary in modern timber work. These firms work under long-term licence on concessions granted by the forest-owning communities with the approval of the Government, the conditions of these licences being in accordance with forestry principles as decided by the Forest Department. The almost unlimited demand for timber by the United Kingdom, South Africa, the United States of America, and, now and again, by certain European countries, has led to a further, and considerable increase in the number of persons, both Nigerian and from overseas, who have interested themselves in the buying and export of logs and sawn timber, though possibly for only so long as the boom lasts. Their supplies are largely obtained as "salvage" from the farmlands and scattered patches of unreserved forest. Much dissatisfaction has been expressed, particularly from America, on account of the deplorable quality of many shipments from such sources which often do not comply in any way with specification. There are without doubt unscrupulous shippers, but in some cases the fault arises from their inexperience and complete ignorance of the requirements of the trade. Grading of timber, where the great bulk of it arrives at the port by water in rafts and small parcels, presents difficulties which cannot be overcome at the present time, and it is felt that the remedy lies in inspection by an agent of the buyer before shipment.

#### INDUSTRIAL DEVELOPMENT

The call for a more rapid industrialisation of Nigeria is growing in intensity and is slowly being answered by a combination of commercial and Governmental action. The expansion of small-scale production on a commercial basis still continues, and in particular, the mineral waters and raffia goods industries have made substantial progress. A quota was obtained in respect of the latter industry from the Board of Trade to export goods to the value of £15,000 to the United Kingdom for 1947, and it is hoped that this will be greatly increased for 1948. More ambitious projects are the establishment by the United Africa Company of a brewery, which is nearing completion, and a plywood factory at Sapele, which is now turning out veneers; while a sawmill at the same place is being completely rebuilt and modernised, and will eventually enable the United Africa Company to increase its capacity and decrease its costs. A boot and shoe factory under African direction and management is also contemplated and should come into operation on a small scale early next year. Nevertheless, the absence of any large-scale African capital in this field of endeavour is very disappointing, and until it is forthcoming, progress cannot be really significant.



Government action for the moment is confined to the actual operation, through the Department of Commerce and Industries, of centres for the active stimulation of native crafts, to the mechanisation of the palm oil industry so that it can hold its own in world competition, and to giving technical advice and encouragement to whatever young industries require assistance. Interesting results are being obtained in the textile industry and the palm oil industry, and a comprehensive review of these activities is perhaps justified.

### *Textiles*

Two of the four centres expected to be established by the end of 1947 were formally opened during the year—the Ado Ekiti Centre in April and the Oyo Centre in September. A third centre will begin work at Auchi in April, 1948. These three centres will cover the cloth-producing areas of the Western Provinces. The building of the fourth centre at Minjibir in Kano Province was postponed; all the preparatory work essential to the establishment of a textile centre had been accomplished, but building could not begin owing to lack of European supervision.

The training of small groups of spinners and weavers, already begun in Kano, Katsina and Zaria Provinces, is being continued by means of spinning and weaving demonstrations in the charge of an African Textile Assistant and a small group of instructors.

The work of improving the textile industry in the Western Provinces, by the introduction of broad looms and other preparatory equipment and spinning wheels in place of the traditional frame looms and spindle, is making good progress.

During the year a start was made in the teaching of dyeing methods with synthetic dyestuffs; this instruction was limited to one group of dyestuffs, as it was known that only this group would be available. The progress already made confirms that the right teaching methods are being employed. Each centre is run as a production unit, and trainees are taught to plan and cost the various stages in cloth production in addition to the routine work involved in preparing and weaving the material. The expectation that craftsmen and craftswomen would return to their villages after training and continue the practice of their crafts, at a higher productive level, is being realised.

It had been realised that unless spinners and weavers, having completed a course of training at a centre, were enabled to purchase reliable equipment at moderate prices, the value of the training would be lost. All the territorial centres will now produce equipment for distribution to trainees: a loom will cost £8, a warping mill £4 and a spinning wheel 30s. The equipment required for the weaving shed at all Government Centres has now been produced, and the carpenters who have been trained to make weaving equipment will now turn out equipment to order. Local carpenters and blacksmiths are also learning to make equipment and a profitable and useful secondary industry, using local skill and material, should be able to establish itself.

In order to increase production on broad looms it was decided to introduce a sley with boxes to accommodate a flying shuttle. The

technical problems involved were not especially difficult, but considerable experimentation was necessary before a suitable box, whose construction could be easily copied by local carpenters and blacksmiths, was evolved; The use of this kind of box necessitates a take-up motion on the loom employing it, and a simple arrangement for this was also evolved. The flying shuttle motion was a success and at present is going through a trial run at Ado Ekiti.

During the year a simple measuring counter for warping mills was designed and made. A start has now been made on the designing of a hand-carding machine for the use of spinners; if this is successful it will be possible to use lint from the ginneries, and spinners will be spared the tedious work of ginning by hand.

The expansion of the local weaving industry will depend on finding a means to increase supplies of yarn to weavers. During the war years, and since, weavers have become more dependent on locally spun yarn. The use of spinning wheels instead of hand spindles is effecting an improvement in yarn quality, but the production per spinner will not, it seems, be greatly increased. An effort is being made to multiply the number of spinning wheels rapidly at Textile Centres and through local craftsmen, but the shortage of yarn is not likely to be overcome, as the use of broad looms is increasing rapidly. An alternative source of supply of yarn of suitable counts will need to be found. During the year prices for lint in the local markets of the Western Provinces have varied from 1s. 3d. per lb. to as much as 4s. 6d. per lb., at the end of the year. The price of lint at the ginnery for local consumption is now 1s. 6d. per lb., including baling, as compared with the export price of 1s. f.o.b. Lagos. Formerly, spinners would not touch machine-ginned lint because of the difficulty of opening, but the use of improved methods of opening is breaking down this prejudice and there will be an increased use of it. Local spinners must, however, get lint at lower rates ex-ginnery if local cloth is to come down in price.

Until centres are established at Aba and in the Northern Provinces, it will not be possible to introduce considerable improvements in the mat-making industry.

It was possible during 1947, however, to assist the Ikot Ekpene raffia industry. A Textile Assistant was posted to Ikot Ekpene and was able to produce a series of designs for the raffia workers, as well as to give instruction in dyeing. The use of broad looms has increased the mat production considerably. Warping mills and winders have been made for Ikot Ekpene by the Government Textile Centre at Ado, where raffia workers were trained to use them. Assistance to the Ikot Ekpene Raffia Co-operative Society is being continued.

### *Palm Oil Mills*

The process of conversion from uneconomic and primitive native methods of extraction of palm oil to mechanical processes continues apace. Three mills have now been erected and are operating on a full eight-hour shift, with the prospect of expansion to a two eight-hour shift basis by virtue of increased supplies of fruit. Another mill, now nearing

completion at Ahoada, is expected to be in production by January, 1948, and sites for three more have been selected in three Provinces. In addition, three mills have been sent to the Cameroons plantations and fifteen mills are now on order for delivery as early as possible.

The erection of the mills has been greatly delayed by machinery supply difficulties.

The mills are designed to deal with at least 12 cwt. of palm fruit per hour, although the intake can be increased to 16 cwt. at the expense of extraction efficiency. Experiments have proved the efficiency of the Pioneer Oil Mills.

Some difficulties have arisen with regard to the quality of the fruit, but it has so far proved more satisfactory to purchase a fair average mix of fruits than to establish differentials for varying grades. In this connection, a standard unit of 36 lb., based on the weight of a petrol tin of fruit, has proved most convenient.

Prices fluctuate according to the season, but because of the superiority of mechanical extraction over hand extraction it has been possible to fix them above local prices.

It can be stated definitely that the enterprise is a commercial success and is slowly becoming accepted by the African population in those areas where the mills have been established. The enterprise will undoubtedly prove of great benefit both to the local people and to Nigeria. It is interesting to note, in this connection, that the average f.f.a. content stands at 4.45 per cent., with moisture content and impurity well below produce-inspection specification. Thus the main object of producing a commodity capable of competing in world markets has been achieved.

#### CO-OPERATIVE SOCIETIES

Producers' co-operatives were mostly concerned with the cocoa crop, though small quantities of cotton, rubber, yams, palm kernels and bird's-eye chillies were marketed. The Co-operative Cocoa Marketing Unions and their affiliated societies had a somewhat disappointing season in 1946-47, total production falling from 13,762 to 13,253 tons—a drop proportionately greater than it looks at first sight because the total Nigerian crop was appreciably higher than in the previous year. Of this total tonnage 8,569 tons were exported through the Association of Nigerian Co-operative Exporters.

The quality of co-operative cocoa (68 per cent. Grade I) compared favourably with that of the whole Nigerian crop, of which only 22 per cent. reached the Grade I standard. The sum of £4,666 was issued in loans to members, who also deposited £16,061 as short-term savings in their societies.

Among craftsmen's societies, the Ikot Ekpene Co-operative Raffia Marketing Society had a most successful year, largely owing to the big demand for floor coverings in the United Kingdom and the high prices paid. Goods to the value of £7,932 were manufactured and a surplus of £2,675 achieved. The society entered new premises, increased its number of looms and frames, and produced an improved range of designs

and colours. The Agege Farmers' Co-operative, producing citrus fruit drinks, made a big advance in turnover and profits during the year, while other craft societies continued their production of woodwork and carpentry, leatherwork, ironwork, and weaving. A new society of shoemakers was started in Benin, and in Lagos a Co-operative Crafts Shop was established and displayed and sold satisfactory quantities of the various products mentioned above.

The number of Co-operative Thrift and Loan Societies among salary-earners rose from 224 to 265 during 1946-47, and their total savings from £154,024 to £204,671. The co-operative thrift and credit movement among the farmers, artisans and small traders in the Calabar Province continued to expand. The number of societies increased from 134 to 185 during 1947. Membership at 31st March, 1947, was 4,736. Although total assets at that date were only £7,308, this figure is appreciable when compared with the low income levels of the members.

The embryo consumers' movement made only a slight advance, mainly owing to the difficulty of obtaining supplies. At the end of the year there were 9 rural and 13 urban societies in operation. These latter included the Lagos Co-operative Provisions Shop, which supplied fair quantities of imported goods and local foodstuffs to a large membership.

Co-operative Maternity Centres functioned at two villages in the Udi Division of Onitsha Province, and 9 co-operative schools catered for about 600 children in the Benin, Ondo and Calabar Provinces.

## Chapter 7: Social Services

### EDUCATION

#### *Primary Education*

The demand for primary education continued unabated during the year, though progress was, in the main, more a matter of quantity rather than of quality. This state of affairs will continue until the rate of production of trained teachers is very considerably increased, though, as mentioned last year, the redistribution of trained staff amongst the schools of the voluntary agencies, and an increase in supervisory staff, can accomplish much.

Accurate statistics are still not available, but the following shows the approximate regional distribution of primary school children under instruction at the end of the year.

Western Provinces: 190,000 boys, 50,000 girls.

Eastern Provinces: 260,000 boys, 60,000 girls.

Northern Provinces: 55,000 boys, 11,000 girls.

In the Northern Provinces, apart from two township schools conducted by Government, primary education is shared between the Native Authority and the voluntary agencies. Voluntary agency schools may be divided into three categories: those in the "Middle Belt" which are of southern type and educate about 21,000 pupils; those in the large towns catering for children of non-northern origin, to a number of about 8,000; and those in non-Moslem areas of the central provinces, with an enrol-

ment of around 14,000. The last category approximates to the Native Authority type of school, with a four-year vernacular course.

In the Western and Eastern Provinces, primary schools fall into several well-defined types: Government schools, mainly in large towns or Administrative centres, supported by public funds; Native Authority schools, mainly in areas where demands on local public funds for such matters as public works are not so high as to preclude such expenditure on social service; voluntary agency schools, supported by Government grants, school fees and public subscription; community schools, supported generally by local contribution but in a few cases also by Government grants; private schools which, except where safeguards against profit are rigidly applied, do not qualify for Government grant.

The need for local planning in this field is evident, and during 1947 much progress was made in the Western Provinces in consultation with the Local Education Committees which are now an established feature of the educational system in this region. In the Eastern Provinces some Local Education Committees exist, but the most active of these concern themselves with the organisation of their own system of primary schools in large townships. The proposed remodelling of the system of local government in the Eastern Provinces, if it comes into being, should do much to accelerate the formation of responsible Local Education Committees.

In many areas—and not the least notable of these are in the densely populated parts of the Eastern Provinces—the numbers of boys attending primary schools have reached, or very nearly reached, saturation point. By this is meant that the enrolment of boys is about equal to the number in a four-year age group. In other areas, however, primary education has still a long way to go, even quantitatively, and active opposition to it still exists in parts of the Eastern Provinces.

In no area does the number of girls attending school in any way compare with the enrolment of boys, and a proportion of 1 : 3 is the best which has yet been achieved anywhere. A proportion of 1 : 6 is common.

While not confined to primary school teachers, its effects in that field were so great that it seems apposite to mention here the revision of teachers' salaries which took place during the year. Such an increase became inevitable following the revision of salaries of Government servants, including teachers, and necessitated large increases in grants-in-aid to enable the Voluntary Agencies to pay the revised salaries. The salaries of Native Authority employees were also revised during the year and grants were paid to the Native Authorities to assist towards meeting the salary bills of their teachers, thus for the first time placing the Native Authorities on the same footing as the voluntary agencies in this respect.

The whole question of educational grants-in-aid is to be investigated early in 1948 by Mr. S. Phillipson, C.M.G., and a new system will doubtless be evolved.

It is hoped that one of the results of this investigation will be the introduction into the system of means whereby the services of trained teachers will be used to more advantage than hitherto. The necessity for this will be realised from the fact that of some 25,000 teachers in primary

schools in the Eastern and Western Provinces, not more than 5,000 at the very outside can be regarded as "qualified", and fewer than 4,000 are certificated.

### *Secondary Education*

During the year some assistance towards buildings, both for existing and new secondary schools, has been given to voluntary agencies, mainly under Colonial Development and Welfare Schemes. The staffing position shows some slight improvement. This, however, is all that can be put to the credit side of the account of secondary education, and in general the position is much as it was last year, though where the staff position has allowed, as at one of the Government boys' secondary schools, a start has been made with "sixth form" work.

With the staffs available at present it would be unfair to accuse the secondary schools of being mainly interested in pushing their pupils through the School Certificate examination, and until the teaching of traditional subjects is recognised, and fully trained staff available in adequate numbers, this major criticism is likely to continue to apply.

Few secondary schools have more than three or four graduates on their staffs—some have even fewer—and until the University College at Ibadan and the Institute of Education in the Gold Coast get fully into their stride an adequate supply of secondary school teachers cannot be assured. Some voluntary agencies are better placed than others in the supply of expatriate staff, and the only other source of trained staff is from Africans trained at British universities. At present, however, the possession of a degree of a British university is the stepping stone to many careers offering more material benefits than that of teaching, and there is no guarantee that a voluntary agency which sends an African for training in Britain will be able to retain his services on his return.

The majority of secondary schools have set up Boards of Governors, and principals are learning how to work with them. These Boards generally include an Administrative and an Education Officer as well as representatives of the community. Perhaps their greatest value lies in education of the public in the problems of secondary education. Such education is badly needed for there is little or no general appreciation, for instance, of the low standard of applicants for admission to secondary schools—only about 10 per cent. pass the entrance examinations to Government secondary schools.

### *Girls' Education—Primary and Secondary*

While the majority of girls at the primary steps of education attend "mixed" schools, there is a general move in the direction of separating boys and girls at the senior primary stage. The Eastern Provinces show the most rapid progress in the foundation of schools for girls only, notably in the Owerri Province, under the auspices of the Roman Catholic Mission.

The main handicaps to rapid progress, which are not peculiar to girls' schools, are shortage of text-books and equipment, and of suitable

buildings. There is also a shortage of senior African mistresses capable of taking charge of a large school.

In the Northern Provinces progress has been slow, but there are good girls' primary schools run by voluntary agencies at Jos and in the Benue Province.

The number of primary schools with "modern" classes has increased.

The demand for Domestic Science Centres continues, but there is considerable difficulty in establishing them, owing to lack of adequate buildings and shortage of trained staff.

Girls' secondary schools are developing slowly, and several building plans are receiving assistance under Colonial Development and Welfare Schemes. The regional distribution of existing schools is:

Lagos, 3; Western Provinces, 1; Eastern Provinces, 3; Northern Provinces, 1. One of the schools in Lagos is Government-owned.

### *Teacher-Training*

There has been considerable activity in teacher-training, and though the position at present is far from satisfactory, plans for the expansion of existing teacher-training institutions and for the establishment of new institutions, both for the training of men and women, and under the auspices of both Government and the voluntary agencies, are being pressed forward. The majority of these schemes are being financed by money provided under Colonial Development and Welfare Schemes.

At the end of 1947 the position was:

*Northern Provinces.* Men. Four centres, with an annual output of 100 teachers with the Elementary Certificate, now functioning.

Women. An Elementary Certificate course for girls was opened at Kano at the new combined boarding school and teacher-training centre. The centre at Sokoto was reorganised to provide a similar course. Twenty-one girls were undergoing a similar course at the Roman Catholic centre in Kaduna.

*Western Provinces.* Men. Three recently established Elementary Centres added new classes. A new Government Elementary Centre opened at Abraka in the Warri Province.

Women. The year was one of planning and there were signs of impatience over the delay in starting building operations on the proposed Government Centre.

In the main progress has been slow but the pace has been accelerated and the outlook for the future has improved.

*Eastern Provinces.* Men. Two Government and 10 voluntary agency centres, of which seven had classes for the Higher Elementary Certificate, produced 306 trained teachers, an increase of 51 over the previous year.

Women. One hundred and seventeen entered for the qualifying examinations in December, but not all these came from the eight centres, one of which specialises in domestic science. Work began, at the very end of the year, on a new Government Centre.

The aim of the teacher-training programme in the Eastern Provinces is to produce 1,000 trained teachers annually (750 men, 250 women).

### *Mass Education*

Mass education campaigns are now in progress in ten rural areas and in one of the Cameroons plantations. The areas are:

Northern Provinces: Zuru, Abuja, Kankiya, Misau, Jecira (Tiv).

Western Provinces: Ekiti, Ilaro.

Eastern Provinces: Eket, Ngwa, Udi.

Three more campaigns are about to be started. In each of these areas, comprising about 80,000 people, nearly every village has an adult education centre run and organised by a village committee. It can, therefore, be stated that in these prescribed areas the total population of nearly a million people now have the opportunity of learning to read and write in the vernacular; or at least, the facilities are there and it is for them to make the effort.

Registers show that a total of about 15,000 attend classes, with a turnover which indicates that about 50,000 individuals attend during the course of a year. It is the opinion of those on the spot that these campaigns are having the effect of making the people more progressive-minded and prepared to undertake activities for social improvement. These campaigns have been supported by the production of many primers in Hausa, Tiv, Yoruba, Ibo and Efik and of cheap literature. During the year, 22 booklets have been produced and an equal number are now with the printers. The present shortage of paper is, however, making production difficult. It is particularly satisfactory to note that in the Northern Provinces, where sales have been largely confined to the campaign areas, the supply has frequently not kept pace with the demand; in the course of some six months 30,000 copies of booklets have been sold. There are now three vernacular news-sheets being produced locally in campaign areas and more are in process of production.

In the specific field of adult women's education there are, in the Eastern Provinces alone, over 50 institutions in all stages of evolution, catering for adult women and girls of marriage age. Some are marriage training courses for literate, semi-literate and illiterate women; some are day classes, some boarding institutions; some are running in full terms like a school, some are catering for illiterate women who can attend for limited periods of, say, a month, the periods being regulated by farming seasons. In the Cameroons adult classes are attached to various Government Domestic Centres. Kumba Centre alone has 80 women on the roll.

Dr. Kabery's investigations in Bamenda Division, Cameroons, have led to the appointment of a Woman Education Officer to work entirely amongst adult women at Bansa, where a centre is being built. The Mass Education Officer has asked for classes in domestic subjects in connection with the literacy movement in Eket, and a part-time Women Education Officer is investigating the possibilities.

### *Technical Education*

During the year a special drive was initiated to speed up the building programme at Yaba and at the close of the period, notwithstanding serious interruptions caused by rain and by the difficulties of the supply



situation, the volume of completed work was ahead of the schedule laid down in the Technical Education Ten-Year Plan.

The Higher College classroom and laboratory furniture and equipment at Yaba were transferred to the new University College buildings at Ibadan by the end of the year, and the first Technical Institute day and evening classes commenced in October.

The work of the classes is at present of an elementary character, comprising preparatory courses for mechanics and carpenters, but improved entrance standards for candidates for admission will be gradually introduced and efforts made to proceed to more advanced work. The trainees in attendance at the courses exhibit the keenest interest in the work which has got off to a very fair start, though there are signs even at this early stage that progress both in the workshops and classes is being retarded by the unsatisfactory general education of many of the trainees. The apprentices in attendance at the day courses are released from work by arrangement with the Nigerian Railway and the United Africa Company. Students attending the evening classes are boys who have recently left school, most of whom are still seeking employment.

At the close of the year at Yaba Trade Centre two hostels to accommodate 96 apprentices and a canteen were rapidly nearing completion and it was hoped that by April, 1948, training for 20 carpenters, 20 cabinet makers and 15 wood machinists would commence. The carpenters will first be taught the fundamentals of their craft and as soon as these are understood will be drafted directly to actual production.

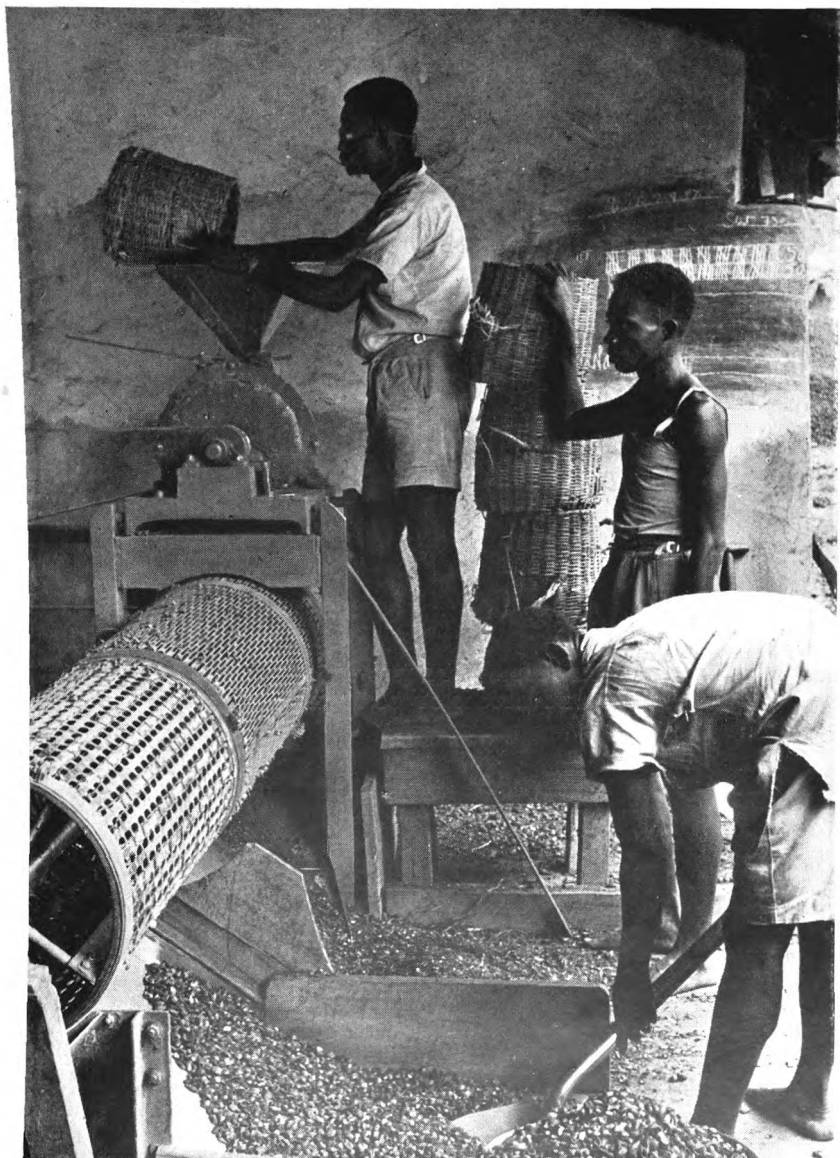
The Trade Centre at Ibadan has been in operation since October, 1946, when it started with 22 apprentice carpenters and 22 apprentice mechanics. Most of the trainees have been quick to learn to handle tools with a very fair degree of skill but, as in the case of the Technical Institute, Yaba, their standard of general education makes it difficult for them to take the fullest advantage of the instruction provided. At the close of the period under review arrangements were being made to admit a further 50 apprentices in bricklaying, carpentry and general fitting.

Owing chiefly to protracted negotiations about a suitable site, and the delay involved at a later stage in acquiring the selected site, it was not possible to commence building operations at the Trade Centre, Enugu, in 1947 but it is hoped shortly to make a start on the erection of staff quarters and workshops.

The position with regard to recruitment of staff improved considerably during the year and equipment and tools, indented for in previous years, arrived with fair regularity though in small quantities.

The arrangement obtaining in previous years by which all construction in connection with the Technical Education Ten-Year Plan is carried out by the staff of the Technical Education Branch of the Department, under the supervision of Divisional Engineers of the Public Works Department, continued to operate satisfactorily in 1947, and the cordial co-operation of that Department is gratefully acknowledged.

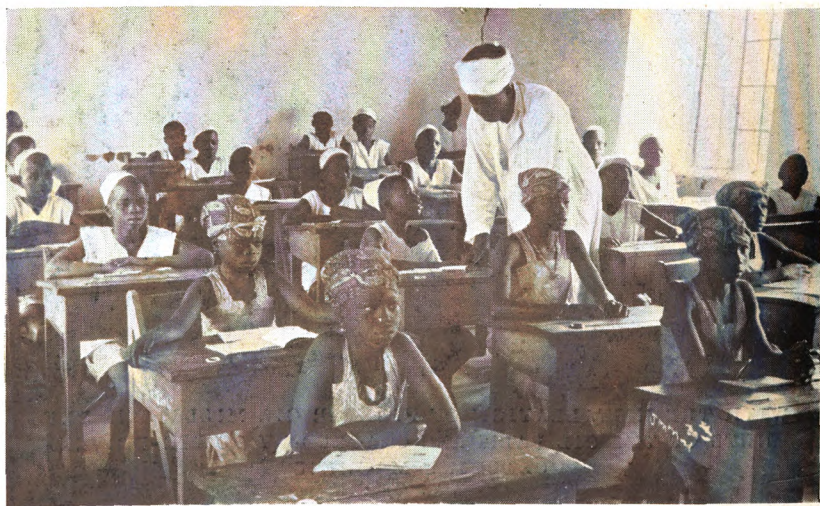
The Ex-servicemen's Trade Training School, Enugu, commenced operations on 8th February, 1947. Experienced European instructors are in charge of instruction in sections for carpentry, bricklaying,



WITH THE INSTALLATION OF PIONEER OIL MILLS, THE DRY  
NUTS OF THE OIL PALM ARE CRACKED BY POWER-DRIVEN  
CRACKING MACHINE



A VILLAGE MIDWIFE WITH A YOUNG MOTHER AND HER CHILD  
IN THE UDI DIVISION OF ONITSHA PROVINCE



THE REMOVE CLASS IN THE MIDDLE SCHOOL, BAUCHI





A TRUNK ROAD CONSTRUCTED UNDER THE DEVELOPMENT P

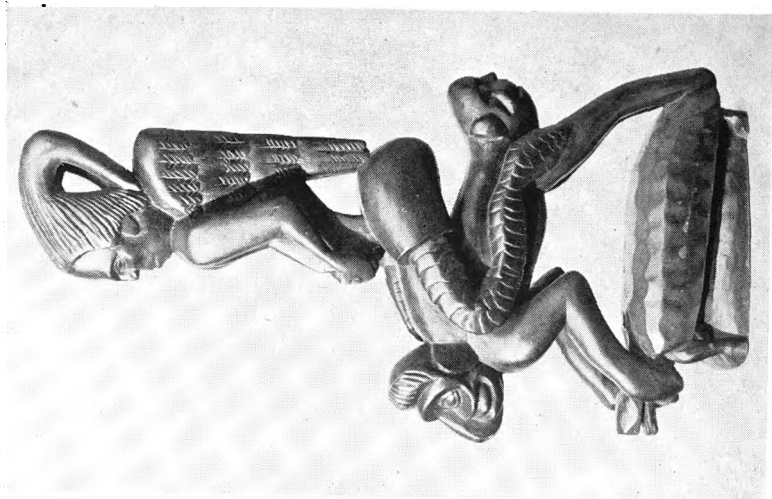


#### THE PLATEAU LIMITED

*The train has full restaurant and sleeping accommodation and connects Lagos with northern provinces; Lagos to Jos is 735 miles*



A GOVERNMENT TRADE-TESTER EXAMINING THE WORK OF A  
CARPENTER IN LAGOS



AN EXAMPLE OF MODERN NIGERIAN  
WOOD CARVING BY S. AGGO, ONITSHA  
*The Group is 2 ft. high*

general fitting, vehicle fitting, and electrical installation and maintenance.

The training is directly controlled by the Technical Education Branch of the Education Department, but the recruitment of trainees and their placing at the conclusion of the courses are undertaken by the Resettlement Branch. Workshop equipment, taken over from the military authorities, is adequate apart from woodworking machinery, which is not obtainable in the territory at the moment. Workshop buildings are also satisfactory and the trainees are housed in well-constructed huts capable of accommodating up to 270 ex-servicemen. Recreation and study rooms are provided and are regularly used after training hours; and it is satisfactory to report that since the school opened the general conduct of the men has been exceedingly good.

The duration of each course is normally six months but in cases where trainees show special promise the course may be extended to twelve months. There have been several trainees whose work has merited such consideration, but the men's chief anxiety is to complete the six months' course and return to regular employment. The standard of the work of the great majority of the men is satisfactory and they have, with very few exceptions, worked hard to improve the quality of their craftsmanship. On completion of his course each man has recorded in his Army Discharge Book a certificate of trade proficiency based on examination results and on general character.

The Veterinary School at Vom, having been established as a fully-equipped institute by means of a Colonial Development and Welfare grant, was taken over by the Nigerian Government on 1st April, 1947. The Nigerian Government is now responsible for all recurrent expenditure connected with the school.

During the year three Veterinary Education Officers were appointed and the teaching staff of the school is now complete. Departmental staff continued to give valuable assistance as part-time lecturers in special subjects. Over 40 students are now attending the three courses of instruction given. There is, however, still a serious dearth of students for the Assistant Veterinary Officers' Course, based on the M.R.C.V.S. curriculum.

The graduation of the first two African Assistant Veterinary Officers was an event of note during the year, and will remain a landmark in the history of veterinary education in Nigeria.

#### HEALTH

During the past year considerable progress has been made with the regionalisation of the Medical Department. Although there has been an improvement in the recruitment of Medical Officers and nursing sisters, there is still difficulty in recruiting specialist Medical Officers for work in leprosy and pathology. The shortage of sanitary superintendents continues.

Two medical field units have gone into operation in the Benue and Cameroons Provinces and, although it is too early to assess their value, the start has been encouraging. These teams are carrying out detailed surveys in selected areas and will be the forerunners of the more

permanent rural health centres. The units in question are collaborating closely with the French authorities across the frontier in order to carry out mass vaccination against smallpox and inoculations against yellow fever. In all matters the neighbouring French authorities have been most co-operative.

During July an outbreak of relapsing fever occurred in the Plateau Province and assumed epidemic proportions. For many years the Northern Provinces have been free from the disease, which is of louse-borne origin. A mass de-lousing campaign brought the epidemic under control. The incidence of smallpox throughout the country has been sporadic, and the vaccination campaign carried out in various areas has contributed much to the control of this disease. The recent devastating epidemic of cholera in Egypt caused the department some concern and the necessary steps, such as the rigid control of the airports at Kano, Maiduguri and Lagos, were taken to prevent its introduction into Nigeria.

No cases of yellow fever were reported during the year; all employees of the Railway Department between Enugu and Kafanchan were inoculated against this disease. There was a small outbreak of cerebral spinal meningitis in the Mamfe Division; otherwise the incidence has been negligible.

The Medical Department is making every effort to push forward with its training programme of auxiliary personnel. A school for training dispensers for hospitals was opened at Zaria. In the Northern Provinces the recruitment of candidates with the requisite educational standard has proved difficult. In Kano, plans have been made for institutes for training midwives and for a probationer nurses' training school. At Makurdi, a special school for training the staff of the medical field units is making satisfactory progress; by December, 1947, over a hundred field unit orderlies were trained.

An agreement was reached in London with the Church Missionary Society regarding the Oji Settlement and the Nigerian Leprosy Service. However, the work of the Leprosy Service was set back by the subsequent retirement of the substantive Senior Leprosy Officer, and at present there is difficulty in finding a suitable person to fill this post. The Central Leprosy Unit has now moved into its permanent quarters in Oji River, and new offices, laboratory buildings and staff quarters at Uzuakoli have been completed. The experimental work with the new sulphone drugs, and the continuation of the policy of establishing segregation villages and clinics, has given a more hopeful outlook on the treatment and control of leprosy.

Malaria control work in and around Lagos is now complete and the maintenance of the control scheme has been handed over to the Lagos Town Council. An interesting malarial survey has been conducted in Katsina town during the year in order to assess the incidence of this disease during the wet and dry seasons. The results have shown a high incidence throughout the year.

Surveys and mass treatments of human trypanosomiasis have continued. Low infection rates were found in the Katsina, Bauchi and Benue Provinces; these regions had not been previously examined.

Extensive resurveys in eight provinces with the examination of 557,000 people showed an infection rate of 0.5 per cent.

The Department gave much consideration to the question of nutrition and malnutrition during the year, and surveys were made in the Bida area. The medical field units operating in the Benue and Cameroons Provinces devoted much attention to this problem.

The treatment of mental disease has at last come under the care of specially trained officers. The small mental hospital at Lantoro, near Abeokuta, has been reorganised and satisfactory progress has been made in the treatment of mental patients. The Alienist has visited many prisons in the country in order to assess the types of mental patients in such institutions. Plans are now in preparation for building a large mental hospital at Abeokuta.

The Colonial Research Committee at the Colonial Office has interested itself in West African research problems and has already put into effect certain measures to reorganise the research work being done at Yaba. A Director has been appointed to establish a West African Trypanosomiasis Research Institute at Kaduna in co-operation with the Medical and Veterinary Departments.

During the past twelve months the department worked in close co-operation with the Medical Missions in order to combine the activities of both organisations.

Seven students were sent to England for post-graduate training in medicine and for training in general nursing and the nursing of mental disease. It is hoped that these students on their return to Nigeria will be available to work in rural areas, particularly in connection with rural health centres and medical field units.

Although the building programme has not been kept up to schedule owing to the shortage of supervisory staff and materials, the hospital at Victoria has been completed and considerable progress made in the building of the new hospital at Abakaliki. The extension to the Akure hospital is also making satisfactory progress and temporary extensions have been made to the General Hospital, Enugu, to accommodate a further 60 patients and provide facilities for housing an X-ray plant.

Work in the hospitals continues to multiply in many areas, particularly in those on the motor roads because of increasing accidents, and consequently there is a general and increasing demand for hospital accommodation.

### *Schools*

Lagos School Medical Service has expanded both its routine examination of scholars and the work of its general and special clinics. Records of examination by the Lady Medical Officer of 1,840 girls during the last half of the year have given a good cross-section of child and adolescent health in Lagos. In 12 per cent. hyporiboflavinosis (deficiency of a Vitamin B component) was found; in 83 per cent. there were intestinal worms; sub-tertian malaria was demonstrated in 8 per cent. of the children as compared with 30 per cent. in 1945. In the clinic section of the school health services, of 11,757 new cases, 14 per cent. had symptoms



referable to the eyes; one-third of these were ocular symptoms of nutrition deficiency (hyporiboflavinosis) and one-quarter were cases of myopia. In the provinces a service on this scale is impracticable; it is, however, an important part of the work of the medical and health staff to inspect and advise on sanitation, hygiene, nutrition and health teaching in schools.

### *Dental Service*

In addition to normal duties the training of six technicians has been undertaken. The clinical work of the service has doubled and opportunity has been taken for a survey of 4,000 Enugu school children which has shown the incidence of caries of the permanent teeth to be only one-twentieth of that of comparable surveys in Great Britain.

## HOUSING

### *Northern Provinces*

The type of living accommodation in the Northern Provinces varies from the most primitive to the almost palatial. The nomadic Fulani in their grass or leaf-covered movable "wigwams", the hill pagans in their closely sited thin-walled mud huts with thatched roofs, and the settled peasantry (in areas where building mud is unobtainable) in huts made entirely of grass thatch and corn stalks live under what most Europeans would consider highly austere conditions. But it is important to realise that among these peoples—and indeed in Africa generally—the hut is a bedroom or a store, and is little used during the day. Among the non-Moslem tribes the huts of men and animals and the grain stores are normally huddled together in close proximity, but this is often through choice rather than from necessity. One of the principal advantages of these types of building is that new huts can be built with materials from close at hand for any additions to the family.

In the towns the increasing use of squared mud blocks, instead of round mud bricks, and also of cement is becoming more noticeable, and two and even three-storied buildings are going up in the wealthier areas. These, however, are often turned into lodging houses, and letting and sub-letting is producing settlements approximating to slums in the bigger towns on the railway. In Zaria and Kaduna sketch plans are being made of every plot to decide what buildings must be removed; in these and many other centres no new buildings may be put up without the prior submission of plans to the native authority health department; improvements in sanitation by cementing the "sanitary lanes" have been effected in Kano Sabon Gari.

During the year there has been a marked increase in the desire for the improvement of layouts in both small towns and rural areas. From many provinces come reports of villages demanding wide avenues and of clearing them themselves: in one district in the Daura Emirate every village has been so re-planned on the inspiration of the completed model villages of Kaia and Daudawa in Katsina. A new layout to relieve congestion at Minna has evoked a far greater demand for the new plots than was expected. A new plan for Lokoja town is in preparation and a com-

plete new headquarters town for Igala Division is being drawn up. Serious fires in Makurdi, Lafiagi, Lafia and Biu caused wide-scale destruction as they swept along the grass fences and from thatched roof to thatched roof; it is almost impossible to control these fires on a windy day when the grass and thatch are tinder dry but as far as possible re-building is not allowed without wind-breaks in the form of wider roads. The sanitary staff of the Native Authority health services advise on building and sanitation in both urban and rural areas and prevent the worst abuses. Particular progress has been noticed during the year in the mining camps on the Plateau: standards of construction have been laid down by Government and all camps are inspected periodically by Labour and Health Officers.

### *Western Provinces*

The usual type of house occupied by the poorer classes has mud walls, wooden windows and doors, and a thinly thatched roof. The houses of the more prosperous classes are of mud or brick walls, cement rendered, and have corrugated iron roofs and glass windows; in many cases a house of this type will consist of two or more storeys and will generally include a produce store or shop on the ground floor. The older houses are normally owned by a family group, but there is a growing tendency for the people to build separately for their own immediate family. In some of the larger towns such as Abeokuta and Ijebu Ode, where there is a considerable demand for accommodation, the building of houses is a favourite and profitable way of investing capital. In most Government stations a fair number of quarters are provided at reasonable rents for the African staff. They are usually built of concrete in the larger centres; elsewhere of mud, with a cement finish.

The Native Authorities of many districts have passed simple Sanitary Rules and a few have also passed Building Regulations. In Abeokuta Province, Town Planning Authorities have been established under the Nigeria Town and Country Planning Ordinance at Abeokuta, Otta and Ilaro.

### *Eastern Provinces*

Housing in the Eastern Provinces varies from types, chiefly in rural areas, which consist of mud and wattle walls, with a palm or grass thatch roof, to those built of mud or mud and cement blocks with a corrugated iron roof and cement floor. In the larger towns the layout varies from the usual conglomeration of untidy shacks of mud and thatch to the more orderly lines of corrugated iron roofed dwellings on the European model. In the villages, houses are individually or family owned, while in the larger centres such as Port Harcourt a fair proportion can be found which are owned by a landlord and leased to those who for one reason or another have migrated to the towns.

By the end of 1947 the Port Harcourt Town Planning Authority had started two Planning Schemes known as the Creek Road Extension Scheme, and the Hospital Road Extension Scheme, the object of both schemes being to alleviate the acute housing congestion in Port Harcourt.

These schemes involve the provision of additional properly planned and laid-out building plots, and the provision for residents in the new plots of such essential services as access roads, sanitation, water supplies, and drainage; the houses themselves will, however, be privately built and privately owned.

There has been a steady but unspectacular increase in interest during the year in village development and replanning, principally in, but not confined to, the Onitsha Province. Grants amounting to 10 per cent. of the cost of such village improvement and replanning are made from Colonial Development and Welfare funds, and provide a useful incentive and stimulus to further effort. Development officers, where they can be spared from other duties, or as an ancillary duty, are in some cases available to advise and assist in such replanning.

### *Colony*

In Lagos, housing conditions vary according to the status and means of the occupants, and in almost every street of the metropolis may be seen a medley of all types of dwelling, from the substantial cement or stucco mansions of the professional and business men to the primitive huts or tenements of the poorer classes, most of which are constructed either of bamboo or of rusty sheets of galvanised iron. According to a report of the Medical Officer of Health (Dr. Ladipo Oluwole, whose 23 years of work were recently recognised by the award of the O.B.E.), of the 9,673 dwellings on Lagos Island a total of 5,756, or approximately 60 per cent., are either unfit for human habitation or are constructed of prohibited materials, *i.e.*, bamboo or galvanised iron.

In the poorer parts of the town narrow and tortuous alleys wind through a labyrinth of crazy shacks with dark, cavernous rooms, each of which may house several families; every inch of space is utilised and in some places noisome corridors are partitioned into living rooms by the simple expedient of hanging grass mats at intervals from the roof. In short, a tour of the Lagos slums is an unanswerable argument to the opponents of the town planning scheme.

Various expedients have been tried to deal with the slum menace: the first building regulations were passed in 1911, forbidding the construction of houses of inflammable materials. A few years later these were revised and in 1926 a further revision took place, conditions of building being rendered more stringent and the use of galvanised iron sheets for the walls of houses prohibited. Finally, in 1937 the existing by-laws were introduced which lay down definite rules governing the type of materials to be used, the minimum floor space of a room, the provision of wide sanitary lanes and other technical specifications calculated to restrict the spread of slums. At the present time all persons wishing to build within the township are obliged to submit their plans to the Town Council for its approval, after careful scrutiny by the Town Engineer and the Medical Officer of Health, and an army of Building Inspectors is employed to ensure that these by-laws are strictly complied with. Unfortunately, however, these by-laws failed to consider the need for demolition of buildings constructed of prohibited materials and, owing to the ingenuity

of the owners in carrying out all requisite repairs during the hours of darkness in defiance of the regulations, large numbers of insanitary and unsightly shacks of bamboo and galvanised iron have survived to this day.

In 1930, after a particularly serious outbreak of bubonic plague, it was decided that steps should be taken to eliminate the slums of Lagos, and a body entitled the Lagos Executive Development Board was established for this purpose. The work of this Board, adversely affected by the economic depression of the early nineteen-thirties and by the war period, has been limited by lack of funds and staff, but it has succeeded in clearing a total of 54.92 acres of slums; in that area straight, clean thoroughfares, bordered with well-built cottages, now stand on the site formerly occupied by the worst slums in Lagos.

One of the most vital problems confronting the Lagos Executive Development Board is the reclamation of the swamps and shallow areas of lagoon surrounding Lagos on all sides. Throughout the year exhaustive examination of the terrain has been carried out by reclamation experts from Europe. At the same time the whole of Lagos township has been declared a Planning Area under the provisions of the Lagos Town Planning Ordinance, which has the effect of freezing all building operations except those which conform to the provisions of a zoning plan. Plans have also been drawn up, and a scheme approved, for the establishment at Apapa of a residential area, capable of accommodating approximately 15,000 persons, together with excellent sites for light industry, easily accessible to both rail and water transport and the usual amenities of a modern planned town. The aim of the scheme is to render this "satellite town" as far as possible independent of Lagos both culturally and economically, although no doubt a large proportion of its inhabitants will be employed on the island. Already large numbers of applications have been received for vacant plots in this township, and although a proportion of the area allocated will require reclamation, adequate space already exists for present requirements and it is expected that its establishment will do something to relieve the existing acute congestion in Lagos Island.

In addition to these main tasks the Board has carried out a host of minor duties, such as the preparation of zoning plans and slum clearance schemes, while at the same time the immediate problems of normal development have not been overlooked.

Despite the shortage of building materials a considerable amount of construction has been carried out by private individuals and, even without the aid of the town planning scheme, many of the worst types of shacks are gradually being replaced by modern houses and tenement buildings owned by wealthy Africans or Syrians. All plans require prior approval by the Board and the strictest compliance with the building regulations and zoning orders is enforced. In order to assist the public in understanding the complexities of these regulations the Board's Officers have set aside two hours in each day for consultations with the public and, as a result, a total of 492 building plans were submitted by private individuals during the year, of which 451 were approved.

The scope of the Ikeja Area Town Planning Authority has been very much more restricted than that of its neighbour as a large proportion of the land within its jurisdiction is devoted to agriculture. Its main task has been to stop the ribbon development along the main roads in the vicinity of the township, which at one time threatened to degenerate into an extension of the worst Lagos slums, and to prevent the conversion of valuable agricultural land into sprawling suburbs for Lagos workers.

The importance of Ikeja, which was formerly a minor post administered by one officer, has been greatly magnified by the establishment near the station of the main Nigerian airport. Owing to the resultant influx of officials it has been necessary drastically to amend the former town plan and to acquire an area of 847 acres for use as a Government residential area. As a result of this foresight the growth of the new Ikeja will proceed on ordered lines, and the provision allowed for future expansion is expected to accommodate foreseeable future requirements.

#### SOCIAL WELFARE

##### *Northern Provinces*

The care of the aged, the pauper and the infirm has always been a family concern in Moslem and to a lesser extent in pagan areas, and modern economic conditions have not yet, except in a few areas and in some towns, broken this tradition.

The care of destitute strangers, including children, is becoming important, particularly in such areas as the Plateau, where exaggerated ideas of the employment available have been disseminated far and wide; such people are usually repatriated at the expense of their home Native Authorities. In such areas as the Benue Province, where the spread of elementary education through Missions is on a much greater scale than in Moslem areas, and where there is also the influence of the railway and a great desire for salaried employment, the break-down of family ties is more pronounced. Minna has opened a casual ward for persons awaiting repatriation and this has had a daily average population of 16. Pauper patients are admitted to all hospitals without payment, and increasing use is being made of these facilities.

On the minefield the appointment by the firms, without pressure from Government, of a full-time European Welfare Officer, who looks after five African clubs, is an example of welfare theory being put into practice; the presence there of a full-time Labour Officer and visits by the Trade Union Officer have also been of great assistance in settling labour conditions and preventing the social evils of widespread labour unrest.

The community activities of the northerner have been said in the past to be very restricted, but during the year many new reading rooms, debating societies and even athletic clubs have been established which have a real appeal, not only to the younger elements. The Scout movement is established in many centres and a number of new troops have been started during the year; the Sudan United Mission encourage the Boys' Brigade at Jos, Numan and other centres. At New Giwa, the new

## SOCIAL SERVICES

settlement in Zaria Province, an assembly room has been built by communal effort as a recreation centre and for the holding of district and village conferences. At Kaduna a boys' club was started by African enthusiasts without outside assistance. Juvenile delinquency is reported as a growing problem on the Plateau and in Benue Province.

### *Eastern Provinces*

Social welfare activities in Calabar have mainly been in connection with juvenile destitution and delinquency with their attendant evils. These activities have been under the supervision at varying times of the Social Welfare Officer and two Assistant Social Welfare Officers, assisted by the Calabar Juvenile Welfare Committee.

Work completed has included the opening in 1947 of a Juvenile Court, with weekly sittings in Calabar and occasional sittings at Oron. The Court dealt with 202 cases involving children and young persons, resulting in the virtual stamping out of juvenile destitution in Calabar; the very few destitute children are now cared for at a hostel attached to the Remand Home. A total of 230 children were found apparently destitute in 1946 and 111 in 1947, but of these only 14 were genuinely destitute and were cared for in the hostel. Effective supervision has been maintained over the conditions of employment of child labour, despite lack of popular support for this measure, and a very careful watch maintained on all children entering Calabar to ensure that attempts are not made to revive old practices in this respect.

Other work has included the investigation of matrimonial cases, the care of discharged prisoners and females without means, the inauguration of youth clubs and a hostel for European seamen visiting Calabar. These activities have been successfully carried out despite the complete apathy and indifference of the Native Authority and the bulk of the population. The only interested parties are a very small minority of the more enlightened elements who form the Calabar Juvenile Welfare Committee and who have provided funds for the care of wandering children pending their repatriation.

### *Western Provinces*

At present no organised social welfare services exist in the Western Provinces though much is done in this way by Missions. The Administrative Officer also may well be called a Welfare Officer, as much of his time is engaged in such work. Through both these agencies attempts are being made to increase interest in village life with the purpose of encouraging the younger generation to remain in the country instead of migrating to the towns, where so often they merely swell the ranks of the unemployed.

The extension of medical and health services is doing much to promote social progress. Throughout the Western Provinces the number of Native Administration dispensaries, maternity and infant welfare centres increases each year. They are welcomed by the people.

In a society based mainly on family ties, the relief of the destitute and disabled devolves upon the relations of the persons concerned. Very few beggars are to be seen, except in the larger towns, and these are mostly strangers from other parts.

### *Colony*

The Colony Social Welfare Staff have continued their uphill struggle against the evils of child prostitution, juvenile delinquency, sweated child labour, cruelty and neglect. The year saw the welcome addition to their ranks of a Women's Welfare Officer but their numbers remain quite inadequate.

The policy during the year has been to build up units or teams, under the charge of the more experienced members of the junior staff, and to empower them to deal directly with the routine functions immediately concerning them. This policy has resulted in a maximum degree of decentralisation and a much more responsible attitude towards case work, thus leaving the senior officers free to concentrate on planning, co-ordination and training. The most successful of these teams has been that concerned with the conduct of the Juvenile Court, the officer in charge of which was given full responsibility for the work of the Court, the conduct of the Boys' Remand Home, the organisation of matrimonial conciliation, the boarding-out of children, recording of corrective orders, etc.

The Juvenile Court has worked to capacity during the year and the two afternoons set aside each week have proved insufficient, the Court having been obliged on occasion to work into the night. A total of 1,224 cases were dealt with. Of this total, 220 cases were of a criminal nature, a comparatively insignificant number when the size of Lagos is taken into consideration; but the majority of juvenile delinquents are petty thieves and pickpockets, many of whom are sufficiently adept to defy detection, and it would be unwise to assume that this figure was any accurate indication of the incidence of juvenile delinquency. Towards the end of the year it became apparent that there was a number of young persons in Lagos of confirmed criminal habits and, at the request of the Juvenile Court, the Government was asked to consider the introduction into Nigeria of the Borstal system. A large number of the offences dealt with were infringements of the Street Trading Regulations which banned the employment of boys under fourteen and girls under sixteen as hawkers. Experience has proved the ban to be amply justified. An alarmingly high percentage of the girls had venereal disease and special women officers made sure that these received the full course of treatment at the clinic.

Two male and one female Probation Officers have been employed during the year but their work has been handicapped by various factors such as the unco-operative attitude of the parents, the general lack of a normal stable home life for boys of the class from which most probationers are drawn, and the inexperience of the officers themselves. But a start has been made and it is proposed during the coming year to assign an Assistant Welfare Officer to the rural parts of the Colony for the extension of such work among other general duties.

The Remand Home functioned successfully, 647 boys being admitted of whom only 39 were second offenders. Until October it was necessary to use it also as a home for stray boys but in that month a suitable building was found for conversion into a Boys' Hostel; this useful amenity accommodated a total of 113 destitute boys during the first two months of its career. The Girls' Hostel accommodated a total of 629 girls during the year.

The Approved School at Isheri has done excellent work. The school provides accommodation for some seventy boys; work has already started on reconstruction which, when completed, will provide for double the existing accommodation. The discipline and morale of the school have been maintained at a very high standard and the boys have not only received skilled instruction in various trades and handicrafts, but have also been encouraged to compete in athletic exercises such as boxing, wrestling, tennis and athletics. Only seven boys absconded during the year, of whom five were subsequently found.

On the constructive side much has been done. Past experience has shown that the assumption of full responsibility by the Welfare Branch for the conduct of boys' clubs stultified initiative and encouraged the common spirit of dependence on Government, whereas the inducement offered by a grant to clubs conducted by voluntary organisations, on their attainment of a recognised standard of efficiency, encouraged those who were interested, inculcated a sense of public-spirit and spread available financial benefits more evenly over the various organisations concerned. Policy was changed accordingly and at the moment grants are being paid to four independent boys' clubs, in addition to the two demonstration clubs run by the department, while negotiations are pending with regard to the assistance of others. Another interesting experiment carried out by the Department is the founding of Village Institutes, whereby the voluntary efforts of the villagers to improve their social, cultural and recreational amenities are guided and assisted by contributions in cash or kind.

Other activities of the Department comprise the establishment and conduct of play centres, holiday camps and community centres, conciliation in matrimonial disputes, welfare work among the inhabitants of local prisons and leper camps, the care of the aged and destitute, and general welfare work among the teeming population of Lagos and its environs.

An important contribution to the welfare of the Lagos youth has been the conversion of the area within the racecourse rails into a public recreation ground, comprising six football and five cricket pitches, and a running track. This valuable amenity has led to a marked enthusiasm for sport generally and the grounds are constantly in use, not only by the Lagos school-children but also by the teams of illiterate youths and boys who were hitherto obliged to take their recreation in the streets and alleys of the town.

### *Port Welfare*

The need for a properly organised body to minister to the welfare of seamen of all races in Nigeria becomes increasingly apparent. Hitherto



such work has been officially confined to Lagos, although outstanding efforts have been made by private individuals in other Nigerian ports to provide some comfortable and homely place to which visiting seamen can resort for rest and refreshment. Steps are now being taken to co-ordinate these activities, and the Port Welfare Officer, Lagos, visits all ports at least once annually to furnish advice and guidance to the management of voluntary seamen's welfare institutions and to ensure the equitable distribution of available funds. The trustees of the Colonial Seamen's Welfare Fund have kindly made a grant of £600 towards the work of the African Seamen's Hostel in Lagos and of the Recreation Room in Calabar.

The Port Welfare Officer and his African Assistant carried out 240 routine visits to ships during the year, exchanged 3,506 books and 55 Ocean Libraries, rendered financial assistance to distressed seamen, and organised football matches and other sporting events, picnics, Christmas dinners and many other kinds of benefits which have rendered tolerable the lot of visiting seamen and served to deter them from plunging into activities of a less reputable nature.

## Chapter 8: Legislation

The most important Ordinance of the year was the Nigeria Cocoa Marketing Board Ordinance (No. 33) which, following similar legislation on the Gold Coast, provides for the control of cocoa marketing and exports in the interests of the producers. No cocoa may be exported or purchased for local processing without the authority of the Board, which is at the same time bound itself to purchase all cocoa graded as suitable for export that is offered. The Board will be advised by an Advisory Committee representing producers and commercial interests. Prices will be fixed to prevent violent fluctuations and the insecurity to producers consequent on unhealthy speculation.

The Motor Transport Licensing Ordinance (No. 42) is designed to ensure efficient transport services and the prevention of uneconomic competition. Application will be gradual and will only cover certain roads to be declared from time to time as regulated roads. Together with this Ordinance goes the Road Traffic Ordinance (No. 43) which consolidates the provisions of the old and much amended Motor Traffic Ordinance of 1927 and makes certain new provisions to ensure greater safety on the highways.

An interesting Amendment to the Criminal Code Ordinance is No. 8 of 1947 which ensures that men employed in public utility undertakings should not abuse their right to strike to the serious prejudice of the whole community, especially in regard to public health services. Any person so breaking his contract of service with less than seven days' notice as to endanger human life or public health, including the health of inmates of a hospital or similar institution, or to cause serious bodily injury or to expose valuable property, real or personal, to destruction or serious injury, becomes guilty of an offence liable to a fine of fifty pounds or imprisonment for six months or both.

The necessity for the proper control of public collections of money, as exercised in England under the War Charities Act, 1916, and House to House Collections Act, 1939, is the reason for the Public Collections (Regulation) Ordinance (No. 39) which binds any person desiring to make a public appeal for donations in money or in kind to obtain a licence and enables regulations to be made for the proper accounting and auditing of such collections. Purely local charitable collections may be exempted by a Resident in charge of a Province.

Further proof of the Nigerian Government's opposition to any form of racial discrimination is evinced by the Liquor (Amendment) Ordinance (No. 23) which makes it an offence for any person, holding a licence to sell liquor to the public, to refuse to sell to any person on account of his race, creed or colour.

The Crown Grants (Township of Lagos) Ordinance (No. 18) is one of four Bills published with Sir Mervyn Tew's Report on title to land in Lagos, designed to clarify the legal position of private landholders in Lagos by declaring and confirming the effect of certain grants made by or on behalf of the Crown between 12th June, 1863, and 18th April, 1918. Provision is made both in respect of grants and of leaseholds for the protection of rights under native law and custom.

The Income Tax (Amendment) Ordinance (No. 16) enables the Governor to arrange with the United Kingdom or any other country to relieve from the effects of double taxation any income which is liable to tax both in Nigeria and in the other country.

The Radio-Active Minerals (Atomic Energy) Ordinance (No. 37) is designed to ensure adequate control over the production of radio-active minerals in Nigeria and to provide for the working and acquisition of such minerals where necessary.

Order No. 44 under the Tin (Production and Export Restriction) Ordinance, 1931, revokes Order No. 18 of 1931 made under the same ordinance which prohibited the production and export of tin except under licence from the Governor. Together with the Safe Mining (Amendment) Regulations (No. 18) this release of restrictions is designed to assist the mining industry.

## Chapter 9: Justice, Police and Prisons

### RETROSPECT

During the war there was a great increase in the number of Magistrates. The purpose of this was to afford relief to the Administrative Service, which was short of staff because of the virtual cessation of recruitment and the absence of many officers on war service, by taking over the magisterial work hitherto done by Administrative Officers. At the beginning of this period there were six Magisterial Districts, each requiring the services of one Magistrate, while three Magistrates sat in Lagos. At present, there are four Magistrates' Courts in Lagos and eighteen elsewhere. These courts were kept in operation with increasing difficulty as their numbers rose and suitable persons for appointment as Magistrates became harder to find. At the same time, while there was no

increase in the number of judgeships, vacancies were less easily filled as the war progressed (there were still three vacancies at the end of 1946 which have since been filled). In 1946 several new magisterial appointments were made but since then there has been a dearth of candidates for appointment. At the same time there has been a considerable increase in crime and litigation especially in the Magistrates' Courts in Lagos where the number of cases disposed of, both civil and criminal (including petty as well as more serious offences), has increased from a total of 8,400 in 1940 to 30,756 in 1947. It has become apparent that a further increase in the number of Judges and Magistrates is necessary and this is receiving consideration.

June, 1945 was an important date in the history of the Nigerian Courts. On the first of that month the jurisdiction of the Supreme Court was extended to cover the whole country. Previously the court exercising limited jurisdiction in the Protectorate had been the High Court. The High Court had no jurisdiction in probate, admiralty, or divorce, or in matters arising under certain Ordinances, and the jurisdiction so excepted was exercised in the Protectorate by the Supreme Court, which otherwise functioned in the Colony area only. The effect of the change was to establish one superior court of record exercising uniform and unlimited jurisdiction over the whole country. At the same time the jurisdiction of the Magistrates' Courts was increased and Ordinances were passed to provide for new forms of procedure in them and in appeals from them to the Supreme Court; new provision was also made regarding the enforcement of the judgments and orders of the Supreme Court and Magistrates' Courts.

#### LAW AND COURTS

There are two kinds of law in force in Nigeria, English and native. The courts where these systems of law are administered are, on the one hand, the Supreme Court and the Magistrates' Courts, which primarily administer English law, and, on the other hand, Native Courts, which primarily administer native law and custom. Appeals from the Supreme Court are brought before the West African Court of Appeal, established by Order-in-Council to hear appeals from all the West African Colonies.

#### *Jurisdiction*

The jurisdiction of the Supreme Court is unlimited as regards subject matter and degree, area and persons. The Court sits as a court of first instance, and as a court of appeal from Magistrates' Courts and such Native Courts as may be prescribed. Subject to certain reservations, the original, as distinct from the appellate, jurisdiction may not be exercised in any case relating to land, marriage, family status, or the succession to property which comes within the jurisdiction of a Native Court; and the jurisdiction is completely excluded in any case over which a Native Court has exercised or is exercising any of its own jurisdiction.

The same limitation is imposed on the original jurisdiction of Magistrates' Courts, which is further limited to personal actions for specified amounts varying from £25 to £200 according to the grade of the Magistrate concerned, and, on the criminal side, to the infliction of punishments

similarly restricted. As regards area, a Magistrate's jurisdiction is exercised within one or other of the Magisterial Districts into which the country is divided.

Where it is so prescribed, the Magistrate sits on appeal from Native Courts.

The jurisdiction of Native Courts is limited in subject matter and degree according to grade. The limit for money claims in the lowest grade is £25; in the highest grade there is no limit. All Courts have full jurisdiction in matters relating to native marriage and succession where there is no money claim, and such jurisdiction over land cases as is stated in the warrant constituting each court. Punishments ranging from 3 months' imprisonment to death may be inflicted. As regards persons, the jurisdiction is limited, briefly speaking, to Africans.

### *Law*

The law applied in the Supreme Court and Magistrates' Courts is that in force in England on 1st January 1900, as modified by local legislation and by Imperial Acts extending to Nigeria. The courts may apply such native law as is not repugnant to natural justice, equity and good conscience, or to any other law for the time being in force, and must do so where the parties are natives, unless it appears that the transaction was one intended to be governed by English law, or was one unknown to native law.

The law administered in a Native Court is the native law and custom prevailing in the area of the court's jurisdiction, together with any subsidiary legislation enacted by a Native Authority and in force in the same area, and such Ordinances as the court may be authorised to enforce by order of the Governor. The application of native law and custom is subject to its not being repugnant to natural justice or morality, or the provisions of any enactment.

### *Juvenile Courts*

Juvenile Courts were established in Lagos and Calabar in July, 1946, under an Ordinance which follows closely the provisions of the Children and Young Persons Acts. The courts are constituted by a qualified Magistrate as Chairman sitting with lay assessors chosen in rotation from a panel. They deal not only with offenders but also with children in need of care and protection, and have power to make corrective and other orders for the child's benefit as well as to inflict punishment.

### *Cases, General*

Of the criminal cases brought before the Courts administering English law, the great majority are concerned with offences against property or the person. Offences against public morality are extremely rare. Of offences against property, those involving fraud are naturally rarer in the more primitive parts of the country than in the more urban centres. During 1947 the Supreme Court and the Magistrates' Courts in Opobo and Abak have been kept very busy investigating and trying murder

cases connected with the "Leopard Society" among the Ibibios in the Eastern Provinces, and a Judge was specially assigned to hear these cases. By the end of the year there were only two prosecutions pending and as there has not been a fresh outbreak of murders in this area the special Supreme Court at Opobo has been closed.

Among civil cases in the same courts, land cases are frequent and long fought, not only in Lagos where there is no Native Court to oust the Supreme Court's jurisdiction, but also in many places in the Protectorate where the jurisdiction of the Native Court is limited, or the case comes before the Supreme Court on appeal. Among civil cases of other kinds, company law finds little application and bankruptcy law is unknown. Probate and divorce matters are still in practice very largely confined to Lagos. Rent restriction has been enforced in the courts since February, 1946, in some urban centres, but the litigation is not nearly so voluminous as in England and workmen's compensation cases are also of comparatively rare occurrence.

### *Particular Cases*

The most interesting case decided in 1947 was Gwandu Native Authority *versus* Tsofo Gubba. In this case the defendant was convicted by a Native Court applying Mohammedan law on evidence which, under that law, established the commission of an offence punishable with death; and the death sentence was pronounced accordingly. The evidence in a court administering the English system of law would have been sufficient to find a verdict of manslaughter only, not murder. The defendant appealed to the Supreme Court and then to the West African Court of Appeal. It was held by the three Chief Justices sitting on the West African Court of Appeal that where there was a conflict between the Criminal Code of Nigeria and native law and custom, the Criminal Code prevailed. The evidence was sufficient to find a verdict of manslaughter only, under the provisions of the Criminal Code, and it was held that the West African Court of Appeal had no power to substitute a verdict of manslaughter for that of murder and the conviction was quashed and sentence set aside.

### POLICE

The Nigeria Police Force is distributed throughout the Colony and Protectorate of Nigeria and the Cameroons under British trusteeship. There are 113 police stations and sub-stations: 18 in the Colony area, 24 in the western, 43 in the eastern and 28 in the northern areas.

In the Northern Provinces a considerable part of the police work is carried out by Native Administration Police Forces to which officers of the Nigeria Police have been seconded for organisation and training.

In the Eastern Provinces there are no Native Administration Police, and prevention and detection of crime is carried out solely by the Nigeria Police.

Native Administration Police Forces exist in the Western Provinces, but as the total establishment of these is only 556, most of the police work is carried out by the Nigeria Police Force.

*Establishment Strength*

The establishment of the Force on 31st December, 1947, was:

Officers . . . . .	109
Inspectors and Sub-Inspectors . . . . .	72
Rank and File . . . . .	4,931
Force Clerical Branch . . . . .	121
	<hr/>
Total . . . . .	5,233
	<hr/>

*Recruiting*

Recruitment for the Force has been very satisfactory. As a result of the improved rates of pay, applications for enlistment in the Southern Provinces exceeded requirements. The resources of the Southern Training School continued to be taxed to the utmost in providing trained constables to fill vacancies consequent on substantial increases in establishment and normal wastage, and in training members of Native Administration Police Forces. Over 400 recruits were enlisted during the year of whom 125 were ex-servicemen.

In the Northern Provinces most of the members of the Force who had been released for military service have now been reabsorbed and recruits are again being enlisted. The improved conditions of service have attracted a better and more educated type of northerner to the Force.

*Criminal Investigation Division*

*Organisation and Establishment.* The Criminal Investigation Division is a branch of Headquarters. It is divided into Administration, Records, Investigation, Special, Fingerprint and Criminal Record Sections. In addition, there is a well-equipped laboratory and photographic section which can effectively deal with subjects such as the identification of handwriting, typewriting, firearms used in the commission of crime, etc. Its personnel undertake the investigation of difficult cases and cases of major importance in the Northern and Southern Provinces. In practically every case they handled in the Provinces during the past year they met with success, and requests for their assistance are rapidly increasing.

*Finger-print Bureau.* During the year 19,187 sets of finger impressions were received and classified, bringing the total number of impressions on file in the Bureau to 163,678 sets. During 1947, in a search for 19,187 impressions, 4,390 (23 per cent.) were identified.

The Single Finger-print System, which is still in its infancy, was added to throughout the year and in one case—the first on record—the perpetrator of a burglary was identified and apprehended as a result of a single finger impression left at the scene of the crime. He pleaded guilty to the offence.

*C.I.D. Courses of Instruction.* Photographic courses have been held throughout the year for the rank and file from the Provinces. Apart from these courses personnel from Native Administration Police have been sent to the C.I.D. for courses covering all spheres of criminal investigation.

### *Forensic Medicine*

The Force has had throughout the year the valuable services of Dr. P. J. L. Roche, Government Pathologist, who is now on leave taking a course in Forensic Science with a view to returning to this country and greatly intensifying the medico-legal aspect of the Force's work.

### *Crime*

Although the statistics for the year indicate a general increase in crime in most of the Southern Provinces and in the Colony, it is not considered that crime has, in fact, increased to the extent indicated, and the rise may be attributed to the expansion of police services throughout the area which has resulted in considerably more offences being reported by the public. It is gratifying to be able to say, however, that the incidence of crimes of violence has decreased.

While there has not been any appreciable increase in crime generally in the Northern Provinces there has been a noticeable increase in the number of offences against property in the Zaria and Plateau Provinces. This may be attributed to the large number of ex-servicemen who are at present unemployed.

The number of offenders who have been detected in relation to offences reported, and who have been prosecuted to conviction, has been satisfactory, and a large percentage of property reported stolen has been recovered.

For the purpose of dealing more speedily and effectively with cases of crime committed in Lagos, a Control Room was inaugurated in October to which emergency telephone calls could be directed at any hour of the day or night by members of the public. This has resulted in the prompt despatch to the scene by motor vehicle of police and equipment necessary to deal with the type of offence reported. In 1948 it is hoped to extend and improve this system by providing for patrol in the Lagos area a number of motor vehicles fitted with wireless apparatus which will be in radio-telephonic communication with the Control Room. There are indications that this system, although still in its infancy, is being appreciated and is being increasingly made use of by members of the public.

*Leopard Society Murders.* The continued perpetration of these murders in the Abak and Opobo Divisions of the Calabar Province necessitated the Special Investigation Force being maintained in the affected area during most of the year. Two permanent Police Posts have also been established at Ibesit and Ikot Afanga. As a result of a decline in the number of murders committed following an extensive tour of the area by delegates of the Ibibio Union this Special Force was, in October last,

reduced to two officers and 50 rank and file, and the Curfew Order imposed during 1946 was raised with a view to re-establishing normal administration as soon as possible. Thirty-nine executions of Leopard murderers were carried out during the period under review.

### *Control of Traffic*

There has been a marked increase in the number of motor traffic offences and motor accidents and it is evident that the standard of driving in Nigeria generally, and in Lagos in particular, has deteriorated considerably. This may be attributed to the greatly increased number of vehicles on the roads, many of which are imperfectly serviced and unroadworthy, and have been driven with little regard to their condition and to the other traffic, both vehicular and pedestrian, using the highways. In the Colony the prosecution of offenders by the police has resulted in a most congested cause list with which the Bench has been unable to cope, and up to the end of November, there were 3,650 cases awaiting trial. The need to establish a court solely to adjudicate in motor traffic offences is evident and is receiving consideration.

The inauguration of one-way traffic in a number of streets within the township of Lagos has eased, to some degree, the congestion of traffic on the principal thoroughfares and has contributed to greater safety on the roads. It is hoped to extend this system during 1948 and to introduce a system of "Stop" streets.

During 1948 it is hoped to replace the existing traffic control posts by mobile motor traffic units supervised by Superior Police Officers. These units will operate on the highways throughout the country, and will exercise greater and more effective control of traffic.

### *Railway Police*

During the year the rank and file employed on Railway Police duties were formed into a separate Police Province under the command of a Senior Officer, with headquarters at Ebute Metta and with regional headquarters, each under a Superior Police Officer, at Enugu and at Zaria. For the short period over which this Force has operated, it has more than justified its establishment. Revenue from passengers' fares alone exceeded the amount collected in 1946 by over £100,000. There was also a marked decrease in the incidence of theft of railway property and of goods in transit.

## PRISONS

There are 47 Government prisons and 67 Native Authority prisons in Nigeria. The former are administered by officers of the Prisons Department, or in the case of smaller establishments, by the local Administrative Officer. The latter are run by the Native Authority themselves under the supervision of Administrative Officers, but the Director of Prisons is responsible for their general conduct.



During the year the total population of Government prisons was 31,746 of whom 1,887 were women. Of these only 1,112 men and 14 women were serving sentences of over 18 months.

Lepers admitted to prison are few and are strictly segregated. Lunatics are at present housed in prison annexes but a mental hospital is to be built at Abeokuta. As far as possible habitual criminals and first offenders are kept apart, both at work and in the cells.

The majority of prisoners are employed in public work in the local towns, but in the larger prisons valuable industries have been established. During 1947 a scheme of payment of wages to selected prisoners was approved, and about 600 men serving long sentences who have already served two years are allowed to participate.

The diet scales in force in both Government and Native Administration prisons have been arrived at after careful and expert examination, and experience has taught that they serve their purpose well. Many prisoners gain in weight after the first few weeks of imprisonment, but if there is any evidence of a general loss of weight, or a general tendency to deficiency diseases in any prison, the Medical Officer is empowered to alter the diets without regard to cost.

### *Prison discipline*

Every offence committed by a prisoner must be dealt with by a superior officer in the first place, and in no circumstances are warders, no matter how senior they may be, permitted to award punishments. Minor offences usually entail the loss of a few days' remission, or a period on reduced diet, but in the case of serious offences such as mutiny, assaults upon officers of the prison, or offences of special gravity it may be necessary to resort to corporal punishment. During the past years it has been found possible to reduce considerably this form of punishment, and it may be of interest to record that the average number of whippings for prison offences in each large convict prison in 1947 was two. Mechanical restraints such as leg irons or body belts are used sparingly and never as a punishment. They become necessary at times to restrain temporarily violent persons who may do harm to themselves or to officers of the prison, and they are sometimes applied to dangerous criminals for security reasons.

### *Young Offenders*

Important changes have been effected in the treatment of child offenders during the past few years, and the subject of juvenile delinquency now receives the attention it deserves. The imprisonment of children and young offenders is clearly contrary to public policy, and particularly so in Nigeria, where they rarely commit serious crimes. There are, at the moment, two Approved Schools administered by Government and every effort is made to approximate these institutions to ordinary schools. Such resemblances to prisons as high security walls and barred windows have been avoided and the lads are often permitted to walk into the towns unattended. The reason for this is to train them in habits of self-control and few of them have so far abused the privilege.

The forms of occupation have been chosen with the object of giving the boys at least the rudiments of some trade which will help them on discharge. Carpentry and blacksmith's work often furnish valuable training which is of use in every part of Nigeria, and they are in consequence the chief industries taught. The system of after-care to be exercised over discharged boys is considered to be of special importance, and employers of labour have on the whole been generous and helpful. Many of the lads who have passed through the "shops" of the Enugu school are now earning their own living at the trades they have been taught without official support, although it is always at their disposal.

Five permanent chaplains, representing the principal denominations, have been appointed to the convict prisons and held regular services. The question of the employment of qualified teachers is being considered and it is proposed to establish small prison libraries.

A training school for warders was established in 1947 under the command of a Senior Superintendent. The school has accommodation for 120 and all recruits will undergo a period of four months' training, while refresher courses will be run for serving warders. It is also proposed to admit a limited number of warders from Native Authority prisons. These courses will make it possible to introduce modern methods in the treatment of offenders.

## Chapter 10: Public Works and Utilities

### WATER SUPPLIES

The twenty-eight major water supplies, fifteen Government-owned and thirteen owned by Native Administrations, operated efficiently throughout the year, supplying an average of 9 million gallons per day to an estimated population of 1,400,000. At those water supplies at which full treatment is undertaken a continued high standard of purity was maintained. Rates continued to be reasonable despite the increased cost of labour and materials. The capital value of the undertakings is approximately £1,200,000. Operation and maintenance costs are approximately £95,000 per annum with a revenue of about £140,000 per annum. In addition there are several small supplies in operation maintained for the purpose of supplying water to agriculture, veterinary stations, hospitals and research stations. During 1947, work was continued under the C.D. & W. Scheme on three new major schemes and four extensions to existing supplies. Investigations, surveys and plans are in progress for a further thirteen new schemes and extensions to existing supplies. In addition investigation for three schemes is completed and waiting arrival of materials for construction to proceed. In providing rural water supplies good progress was maintained in the sinking of open wells and in the drilling of shallow and deep bore-holes. In the extension of both urban and rural water supplies the lack of staff and delay in delivery of materials are having a marked effect on progress.

## ELECTRICITY SUPPLIES

Ten electricity undertakings are owned by Government and four by Native Administrations. Of the former, those at Jos and Vom purchase current in bulk from the Nigerian Electricity Supply Corporation for distribution to consumers. The aggregate installed plant capacity of the remaining eight undertakings is 18,470 kilowatts, and of the four Native Administration plants 3,000 kilowatts, generating annually some 30 million and 6½ million units respectively.

The largest undertaking is in Lagos, where considerable extensions and improvements have been made by the installation of two 5,000-kilowatt turbo-alternator sets. Investigations are being made as to the possibility of hydro-electric development in the Cameroons. Some forty new installations are proposed under the ten-year Development Plan, costing £1,700,000.

## WORKS AND BUILDINGS

During the war years the staff was fully engaged on military works, so that large arrears of work for civil needs face the Public Works Department in addition to an extensive development programme costing some £8 million over the next ten years.

Of the works in progress or completed during 1947 the following deserve mention:

	£
Hospitals at Victoria, Abakaliki, Jos, Maiduguri	102,000
Printing offices at Kaduna and Enugu . . .	61,000
Secretariat extensions at Kaduna and Lagos . . .	83,000
Rehabilitation Centre at Igbobi . . . . .	109,000
Quarters at Lagos and Ikeja . . . . .	227,000
Colliery Housing Scheme . . . . .	112,000

Work on the construction of twenty catering rest-houses all over the country at a cost of £160,000 continued.

*Workshops.* The Department maintains its own fleet of motor vehicles and other mechanical plant. New workshops are being constructed at Ibadan, Kaduna and Enugu, and the central workshops at Ijora are being extended. The extension of workshops at Provincial Headquarters Stations is under consideration.

*Stores.* The central stores are at Ijora, with regional stores at Kaduna, Ibadan and Port Harcourt. The total value of materials issued in 1946-47 was £862,000.

*Sawmills.* The sawmills and woodworking shops at Ijora were working to full capacity, supplying not only departmental needs but the requirements of the railway, other departments and Native Administrations. The output of sawn timber was approximately 37,000 cubic feet per month. In addition, woodworking shops at Regional and Provincial Headquarters Stations were working to maximum capacity.

*Drainage.* Work was continued on the drainage schemes at Aba, Port Harcourt, Jos and Kano. Anti-malarial drainage work was continued on the swamp area between Ebute Metta and Apapa.

*Headquarters Research Laboratory.* The laboratory was re-organised and extended during the year. The re-organisation was assisted by the loan of two officers from the Road Research Laboratory of the Department of Scientific and Industrial Research.

*General.* Recruitment of staff for the Senior Service was disappointing. This combined with the acute shortage of many building materials had an adverse effect on the progress of construction works. Only 54 per cent. of the authorised Engineering Establishment has been recruited.

## BROADCASTING

There are six wire-diffusion stations at present in operation and the number of box-holders is as follows: Lagos, 2,731; Ibadan 867; Kano, 843; Abeokuta, 679; Zaria, 576; Port Harcourt, 505. Other stations will be opened shortly at Calabar, Jos and Ijebu-Ode.

All stations relay programmes from the B.B.C., supplementing them with local programmes consisting chiefly of talks in English and the vernacular, news bulletins in the vernacular, gramophone records of African songs and music, and performances by African bands and concert parties.

Plans for the installation of a transmitting station to serve the whole of Nigeria are under consideration. The number of licensed wireless receiving sets still remains low, although there is now little difficulty in obtaining these sets.

## Chapter II: Communications

## ROADS

The following table shows the total mileage of roads in Nigeria:

(a) <i>Government maintained roads</i>				
Bituminous Surface	.	.	.	666 miles
Gravel or Earth Surface	.	.	.	5,802 "
(b) <i>Native Administration roads</i>				
Bituminous Surface	.	.	.	15 "
Gravel or Earth Surface	.	.	.	17,924 "
(c) <i>Townships</i>				
Bituminous Surface	.	.	.	79 "
Gravel or Earth Surface	.	.	.	173 "
Total				24,659 "

An apparent reduction in total mileage as compared with last year is due to the deletion of certain old dry season tracks which are no longer required as better alternatives are available.

During the year further progress was made with the road construction

programme under the Colonial Development and Welfare Scheme. The most important trunk roads now under construction are given below:

<i>Lagos-Ikorodu Road</i> (13 miles)	These links are part of the main
<i>Shagamu-Asha-Ibadan Road</i> (27 miles).	South-North Road (Lagos-Kano) and will provide a shorter route to Ibadan and other points north.
<i>Kano-Eastern Road</i> (106 miles) .	This is part of the lateral road, Sokoto-Maiduguri.
<i>Mokwa-Kontagora</i> (89 miles) .	This provides a by-pass on the Lagos-Kano Road and shortens the route to Sokoto from the south.
<i>Yola-Wukari Road</i> (234 miles) .	This is an important link on the lateral road Ilorin-Yola.
<i>Bansara-Mamfe Road</i> (90 miles) .	This is part of the lateral road Oyo-Benin-Bamenda. It will provide the first all-season route between Nigeria and the Trusteeship Territory of the Cameroons. It may eventually form part of the Nigeria-South Africa Route.
<i>Calabar-Mamfe Road</i> (104 miles).	This road will connect the Mamfe-Bamenda area with the port of Calabar.
<i>Kontagora-Bukuriam Sokoto Road</i> (215 miles)	This road provides a shorter outlet to the south from South Province and should help to develop this area.

In addition, improvements to existing trunk roads were carried out and the construction of a number of feeder roads was continued. The provision of bituminous surfacing to the more heavily trafficked roads was extended; 150 miles of new surfacing were completed.

The provision of financial assistance to Native Administrations for maintenance of trunk roads B has been extended and in 1947 grants totalling some £14,500 were made in respect of 2,316 miles of road.

#### AVIATION

The year 1947 saw a considerable expansion of both international and internal air services in Nigeria, brought about by the greatly increased traffic passing through Kano and the inauguration of West African Airways Corporation services.

Regular trunk-route services are operated by B.O.A.C., Air France, Sabena and K.L.M., the two former through Kano and Lagos, and the latter through Kano; the aircraft used are Haltons, Skymasters and Constellations.

B.O.A.C. operate six services weekly in each direction, Sabena five, whilst Air France and K.L.M. operate twice weekly. In addition Air France operate feeder services connecting French West African territories; these services pass through Kano (the Dakar-Fort Lamy route) and Lagos (Douala-Dakar). Several charter companies operate aircraft through Nigeria, en route to South and Central Africa.

Internally, the inauguration of W.A.A.C. services has initiated the connection by air of the main population centres in the country. At the end of the year services were being maintained from Lagos to Benin, Port Harcourt, Calabar, Enugu and Tiko, soon to be augmented by routes from Lagos to Kano (via Ibadan, Ilorin, Kaduna and Jos), from Kano to Yola (via Potiskum and Maiduguri) and, at a somewhat later date, Kano-Gusau-Sokoto-Katsina-Kano. All these services are operated by Dove aircraft.

The Nigerian Air Service, operated on charter by B.O.A.C., was still operating the Lagos-Port Harcourt-Enugu-Jos-Kaduna-Kano route, but this is to be terminated at the end of January, 1948, when the services operated by W.A.A.C. will serve the places previously on the N.A.S. route. The B.O.A.C. service to Khartoum via Kano and Maiduguri has been suspended since June, 1946.

On 1st October the Air Ministry ceased to be responsible for the provision of meteorological facilities, which were then transferred to the control of the Nigerian Government although the overall responsibility is vested in the Chief Meteorologist of the British West African Meteorological Service, whose headquarters are in Accra.

#### NIGERIAN RAILWAY

The delivery during the course of this financial year of 14 main-line locomotives from Canada has helped to replace engines beyond economic use and repair, but the Railway's power position is still very much under strength, and no noticeable improvement will be felt until the arrival of 20 main-line locomotives from the United Kingdom, which are now expected to be completed in April, 1948. The wagon position is worsening, and although some alleviation will result from the impending delivery of 50 coal-hopper wagons and the quicker turn-round following a strengthening of the locomotive power position, the early delivery of the many hundreds of wagons on order is most necessary. In order to tide over a difficult period it has been decided to rebuild 400 American wagons locally, and for this purpose extensions to the Carriage and Wagons Shop are to be built and additional machinery imported.

Although the tonnage carried will not fall far short of last year's record of 1,393,648 tons, the Railway is still unable to meet all the demands upon it, particularly for the movement of coal and groundnuts as well as passengers. Industrial unrest and unauthorised strikes recently experienced have caused serious and lasting dislocation.

Revenue is estimated to reach £4,823,265, but further large increases in working expenditure, as a result of revised salaries and wages, and further increases in the cost of fuel and stores, will only leave a net surplus of £24,869.

During the year a comprehensive review and revision of the Railway Tariff was undertaken by Mr. A. J. F. Bunning, C.M.G., who was appointed Commissioner for Railway Rates Revision, and as a result of his report, which has been approved by the Nigerian Government, a new Railway Tariff has been framed, which will come into force on 1st April, 1948. It is designed to produce additional revenue amounting to about £400,000; at the same time rates for certain internal foodstuffs have been kept down in an effort to keep the cost of living at an economic figure. The inadequacy of the Nigerian Railway reserves to withstand slumps, the possible failure of crops or serious industrial unrest makes it very necessary to make substantial contributions to the Railway Reserve Fund (or Rates Equalisation Fund); also it is anticipated that when a review of the Renewals Fund can be undertaken it will be found that the yearly rate of contribution to the Renewals Fund is inadequate in view of the steep rise in prices.

The relaying of the 160 miles of track between Jebba and Minna with new 60-lb. rails and sleepers of local timbers progressed well until October, up to which time an additional 30 miles had been completed (making a total of 124 miles) when the shortage of civil engineers for normal maintenance became so acute that relaying operations had to be suspended. Limited working has now recommenced and a further 6½ miles have been completed. There still remain 30 miles to be done and, given the necessary staff, it is expected that this project will be finished in 1948; it is then hoped to make a start on the relaying of the Zaria-Kano section of the line.

The Railway has ahead of it a vast expansion programme, including the rebuilding of eight of its major stations and at least ten of the lesser ones, as well as offices, locomotive and carriage sheds, signalling installations and housing schemes for its staff, but unless a great improvement takes place in the recruitment of Civil Engineering Officers this programme will be delayed.

#### POSTS AND TELEGRAPHS

##### *Postal Services*

Although the expansion of postal services was to some extent delayed by lack of equipment, three former Agencies with limited facilities were converted to full departmental status providing all public services, and further progress was made with the opening of new Postal Agencies. The needs of the rural communities were also met with the introduction of Rural Postmen who deliver and collect letters and sell postage stamps at recognised centres. The pre-war regular mail boat services have not yet been restored but the frequency of other ships carrying mails increased.

There was a considerable improvement in both external and internal air services. The B.O.A.C. now operate an accelerated service with Great Britain across the Sahara on six days of the week. The West African Airways Corporation took over certain of the internal services and internal letter mails are now carried by air in all cases where this is advantageous without surcharge. A considerable expansion of the internal air services is anticipated in the near future.

Postal and money order commission charges and internal and external letter and parcel postage rates were reduced during the year. The internal letter postage rate of 1d. per  $\frac{1}{2}$  oz., which covers conveyance by air, compares very favourably with that of any other postal administration.

### *Telegraphs*

The difficulty in obtaining new equipment prevents the provision of much-needed additional channels and of extension of the service to other offices. Nevertheless, telegraph traffic continued to increase and extended use has been made of wireless channels to supplement land-line telegraphs.

### *Telephones*

There are now 62 telephone exchanges in Nigeria and there has been a large increase in the number of telephone stations served. Growth was still restricted during the year by the delay in the delivery of equipment and line material. Carrier telephone and repeater equipment for the inter-zone trunks, Lagos-Oshogbo and Oshogbo-Enugu, has been received and is being installed. The general development of the trunk telephone system has been delayed by the difficulty in obtaining steel poles and pole fittings.

### *Aviation Wireless*

In addition to the wireless stations operated for ordinary telegraph traffic there are aeronautical stations at Ikeja, Oshogbo, Kaduna, Kano, Maiduguri, Jos, Yola, Port Harcourt, Benin City and Enugu. V.H.F. H.F. and M.F. direction-finding equipment is installed at the main air ports. BABS blind-landing equipment is available at Ikeja and Kano aerodromes. Services given include communication with aircraft, aids to navigation, exchange of operational messages with other Nigerian and West African stations and with South and East Africa, French West Africa and Europe, and also collection and broadcasting of meteorological information.

## Chapter 12: General

### THE MAGAZINE *Nigeria*

This magazine was originated privately by the present Editor when an Education Officer and became so popular that Government decided to finance it. Published quarterly, it is concerned only with matters of local cultural interest and contains well-illustrated articles on travel, social welfare experiments, gardening, hobbies, art, antiquities and the like. The photography is of a particularly high standard. At a shilling a copy it is made available to all Nigerians through the kindness of bookshops, stores, Elder Dempster Lines and many private persons who ask no commission. It is also sold at all Post Offices. The Editor has also



organised exhibitions at the Exhibition Centre on the Lagos Marina, covering many interests including school crafts, modern African art, social welfare and the work of co-operative unions.

#### PUBLIC RELATIONS

The Public Relations Department held press conferences in Lagos every Saturday and issued some 2,000 Press releases to local papers during the year. Distinguished visitors to the country were often introduced to the Press, and "facility" visits were arranged for reporters to Government offices, workshops and institutions. The department took the initiative in encouraging journalists to form their own Press Clubs, which had a flourishing first year.

Besides publishing the weekly *Nigeria Review* and *Children's Own Paper*, the department distributes literature to 131 public reading rooms and libraries all over the country. The four Mobile Cinema Vans toured 17,000 miles, sometimes helping with specialised work such as the "swollen shoot" campaign in the cocoa areas of the Western Provinces. Facilities were also provided for the Colonial Film Unit, a unit representing "This Modern Age" (a subsidiary of the Rank Organisation), and numerous British and American journalists.

#### ANTIQUITIES

It was not possible to complete any of the projected museums, at Ife or elsewhere, in Nigeria during 1947, but the collections for the central museum have continued to grow by gift and purchase. Valuable collections of Benin bronzes and ivories have been bought in Great Britain and Lord Milverton appealed, when opening an exhibition of Benin art at the Berkeley Galleries, to possessors of specimens of Nigerian art to arrange, wherever possible, to return them to their original home for the benefit of the Nigerian people.

The post of Government Archæologist was made during the year and filled by the secondment of a trained archæologist who happened to be in the Civil Service and had done excavations in Nigeria. Archæology is an almost untouched field in British West Africa and this appointment has already resulted in the bringing together from the Plateau area of a series of finely modelled terra-cotta heads that are estimated from the present available evidence to date from 1000 B.C. The discovery of an art of such quality, and existing from so early a date, is of very great interest, for hitherto the earliest important examples of art known in Nigeria have been the Ife terra-cottas and bronzes which are supposed to be very much more recent.

#### VISITORS

Lord Rowallan, Empire Chief Scout, toured the country and inspected Scout Troops at various centres, after presiding over a Jamboree held in Lagos and attended by over 1,000 Scouts from various parts of British and French West Africa. The Girl Guides were fortunate in securing the assistance of Miss P. Richards, Commissioner for Training, who spent nine months touring the country.

The Chief of the Imperial General Staff, Field Marshal Viscount Montgomery of Alamein, visited Lagos and Kaduna in November and was warmly welcomed by Nigerians.

Other visitors included a Parliamentary delegation, which spent some weeks in the country studying its political and economic aspects, and H.M. Sloop *Nereide* of the South Atlantic station.

In the far north, a new phenomenon was the influx of British ex-servicemen, many with wives and children, travelling from the United Kingdom by way of the Sahara to the Union of South Africa; 393 persons arrived at Kano on this route, using a remarkable variety of motor vehicles, some of which had to be abandoned on the way. Lack of funds and sickness, including death, caused much hardship to such travellers. A number turned back, while others had to be repatriated.

## PART III

### Chapter I: Geography and Climate

NIGERIA is situated on the west coast of Africa, on the shores of the Gulf of Guinea, and is entirely within the tropics. It is bounded on the west and north by French territory, and on the east by the former German Colony of the Cameroons, a small portion of which is held by Great Britain in trusteeship. This is administered as an integral part of Nigeria. The total area of the territory, including the portion of the Cameroons, is 372,674 square miles.

Along the entire coastline of Nigeria lies a belt, from 10 to 60 miles wide, of mangrove swamp forest, intersected by the branches of the Niger Delta and north by rivers which are interconnected by innumerable creeks. The whole constitutes a continuous waterway from beyond the western boundary of Nigeria almost to the Cameroons. North of this region is a zone from 50 to 100 miles wide of tropical "rain forest" and oil palm bush which covers the greater part of the central and eastern provinces of the south. Beyond this the vegetation changes, as the elevation rises, from open woodland to grass savannah, interspersed with scrubby fire-resisting trees; this covers the greater part of the Northern Provinces, except the extreme north, where desert conditions prevail. Nigeria possesses few mountains except along the eastern boundary, though parts of the central plateau rise over 6,000 feet above sea level. In addition to the Niger and Benue, which during the rainy season are navigable by steamers as far as Jebba and Yola respectively, there are various important rivers of which the Cross River is the largest. Except Lake Chad in the extreme north-east there are no large lakes.

In a country of this size, the physical conditions vary greatly from one area to another. The very great extent of what is now the Niger Delta has gradually taken its present form in the course of centuries from the quantities of sand brought down by the River Niger from its upper reaches. In this way the sea has been pushed further and further back. Mangrove trees flourish in this shallow water and act as a cementing influence, but there is little solid land; until the zone of tropical forest is reached further to the north almost nothing is produced, the people living by fishing and trade.

Further inland the belt of tropical forest varies from 50 to 100 miles in width and contains not only an abundance of oil palms but also mahoganies, Irokos and other valuable furniture woods. Very serious inroads have been made into the virgin forest by centuries of shifting cultivation and the bulk of vegetation consists of secondary growth, many different species growing together in the same area. There is a considerable amount

of cultivation in the forest zone but few signs of this are visible from the roads since it takes place in clearings usually screened by thick bush.

North of the forest belt the country gets more and more open until in the extreme north it approximates closely to desert conditions. One remarkable feature of the Northern Provinces is the Bauchi Plateau which rises in places to heights of 6,000 feet above sea level.

The River Niger enters the territory from the north-west and is joined by its principal tributary, the Benue, at Lokoja about 340 miles from the sea. From here it flows due south into the Delta area which extends along the coast for over 100 miles and for about 140 miles inland.

Although Nigeria lies entirely within the tropics the climate of its northern regions is in fact more nearly of sub-tropical than of tropical type; there is a long dry season from November to April when there is considerable diurnal variation of temperature and the harmattan wind blows from the desert laden with fine particles of dust. The climate of Southern Nigeria is more characteristically tropical; the rainy season there is long, and the relative humidity and temperature vary comparatively little throughout the year. It would be a mistake to assume, however, that the climate of Nigeria in any given year could be predicted with any precise accuracy. In 1946 in large areas of the Southern Provinces there was a long drought in the months of June and July when rainfall is usually at a high level. The normal annual rainfall, however, varies from upwards of 150 inches at Akassa, Bonny and Forcados to under 25 inches at Sokoto and Maiduguri. Mean temperatures are naturally higher in the arid areas of the north and a maximum of over 110 degrees is not uncommon at Maiduguri whereas in Lagos it does not as a rule greatly exceed 90 degrees.

## Chapter 2: History

Nigeria has been described as "an arbitrary block of Africa". Its ancient history is largely lost in the mists of legend and little accurate data is now available. The interior first became known to Europeans in the first half of the nineteenth century. All that can be stated with certainty is that at this time the open country was, and had been for a considerable period, inhabited by peoples of Negroid and Berber stock. In many parts of the forest zone, on the other hand, which stretches in a belt from 50 to 100 miles wide running laterally from west to east along the northern fringe of the coastline creeks, there dwelt a number of negro tribes with a more primitive social organisation and a lower standard of life. There were over 100 small tribes of the Bauchi Plateau, these probably being part of the original inhabitants of the territory who took refuge in this broken hilly country when successive waves of conquerors pressed their fellows southwards to the sea.

At the time of European penetration of the country the tribes with the most advanced social and political organisation were the Yorubas and the Binis in the south and the Hausa, Fulani, Kanuri and Arab tribes in the north. Tribal tradition holds that the Yorubas originated in Ile Ife, where

God first created man, and although the extent of the territory under the direct control of the Oni of Ife was seriously curtailed in the nineteenth century Yoruba civil wars, Ife is still recognised as the spiritual headquarters of the race, and the Oni enjoys a position of peculiar influence as the custodian of the tribal relics. What is certain is that the Yorubas were established in the territory they now occupy at a fairly early date. Their precise origin is not known but anthropologists have thought it probable that they were not of negro blood, having acquired their present physical characteristics largely by intermarriage with the indigenous negro population.

Up to the beginning of the nineteenth century, the Yoruba kingdom occupied a large area which may at one time have extended from the Niger as far even as Accra and thus have included the greater part of what is now Dahomey. Certainly tribute was collected from Dahomey until as late a date as 1817. Over this wide area, occupied by a number of different clans founded by descendants of Oduduwa the first Oni of Ife, the Alafin of Oyo had probably risen to a position of practical suzerainty which he exercised, with a varying degree of success, over a long period. The nineteenth century, however, saw the complete disintegration of the Yoruba kingdom. Trouble with the Fulani to the north resulted in the sack of Oyo and the establishment of a Fulani Emirate in what had been one of the richest of the Yoruba Provinces. Central authority, probably never very strong, collapsed and the Yoruba clans entered on a period of civil war which, fanned by the necessity of meeting the insatiable requirements of the lucrative slave trade, was to last intermittently for nearly 70 years.

The dangers of war were probably responsible for the establishment of the Yoruba Colony of Lagos, since the first settlement in the neighbourhood was at Ebute Metta on the mainland, the inhabitants moving first to Iddo and then to Lagos Island as conditions rendered their original site increasingly less secure. The Lagos White Cap Chiefs are the descendants of these original immigrants whose position as landowners is still recognised although a later heavy influx of Binis largely altered the character and distribution of the population, the Binis eventually becoming the dominant factor, probably as early as about 1600.

Benin had at this time become a powerful and independent kingdom. The King or Oba had already thrown off any suzerainty previously exercised by the Alafin of Oyo and was nominally an absolute ruler, but the real power came to be wielded by the fetish priests who created a reign of terror maintained by wholesale human sacrifice which was only finally overthrown by the British occupation.

Of the early history of the Hausa-speaking tribes of the Northern Provinces there is also little accurate documentary evidence, possibly through the destruction of early written records by their Fulani conquerors, though this view has been challenged by acknowledged authorities. But the pagan Hausas were certainly established over large areas of the Northern Provinces prior to the spread of Mohammedanism which, making rapid progress sometime about the thirteenth century, affected greatly their social and political organisations. These came to be based very largely on Islamic law and doctrines.

The infiltration of the Fulani people into northern Nigeria probably began on a large scale in the thirteenth century. While many settled in the towns and intermarried with the Hausa population, others have retained until the present time both their pastoral habits and the purity of their racial characteristics. A quarrel with the pagan king of Gobir led in 1802 to the initiation of a religious war on the part of the Moslem Fulani under the leadership of a sheikh named Uthman dan Fodio. Out of this war grew the Fulani Empire, extending over the emirates of Katsina, Kano, Zaria, Hadejia, Adamawa, Gombe, Katagum, Nupe, Ilorin, Daura and Bauchi, all owing allegiance to Uthman dan Fodio's son Bello, the Sultan of Sokoto, as the Sarkin Musulmi or Commander of the Faithful. It was this empire whose independent power was finally overthrown by the British occupation, but the Fulani were able to maintain their rule for nearly 100 years, showing—in the early stages, at all events—marked administrative ability.

The Fulani Empire was never co-terminous with the present Northern Provinces boundaries. A number of pagan tribes on the central plateau and in the area of the Benue Valley were never brought into subjection. But foremost amongst the peoples who successfully resisted the invasion were the Kanuri of Bornu. This was largely due to Muhammed El Kanemi, who restored the position after the Sultan of Bornu had suffered a preliminary defeat by the Fulani, and went on to exercise the power of virtual ruler of the country, although the Sultan was restored to the throne as a figure-head.

The tribes of what is now south-eastern Nigeria have little or no known early history prior to the British occupation, with the exception of certain of the coastal peoples, who were long known as keen and enterprising traders. Since the establishment of the Protectorate, however, the rapid spread of education has brought great changes in a number of directions, and both the Ibos and the less numerous Ibibios now exercise an important influence on the social, economic and political life of Nigeria.

Neither the acquisition by the British Crown of the Colony of Lagos nor the establishment of a Protectorate over large areas of the interior was the result of deliberate long-range planning by the Governments of the day. On the contrary those Governments were forced by the pressure of events almost insensibly, and often reluctantly, into courses of action which finally resulted in the taking over of the administration of the entire territory. The events covering the whole period from the early discovery of Nigeria to the present day may roughly be set out under three heads, the period of exploration, that of penetration and finally that of consolidation of the ground won.

In the period of exploration the British were not the first in the field. As early as 1472 the Portuguese had found anchorages in the mouths of the many rivers in the Bight of Benin. They were not, however, left long in undisputed possession of the field and the first English ships reached the Bight of Benin in 1553 under the command of a Captain Windham. Then followed a chapter in the world's history on which Britain, in common with other nations, now looks back with distaste, only mitigated by

memories of the earnest efforts later made to remedy as far as possible the wrong which had been done. The discovery of America and the establishment of Spanish colonies in the West Indies led to a steadily increasing demand for negro slaves and a cut-throat competition between the maritime nations to participate in, and to oust each other from, the lucrative business of supply. The first Englishman to engage in this traffic was Sir John Hawkins, but he was followed by many others who gained in the rough and tumble of a hazardous trade much of that experience of ships and the sea which was eventually to prove the salvation of England when the long struggle with Spain moved to its climax in the latter years of the sixteenth century.

So clearly were the benefits of the slave trade to the growth of a prosperous and powerful merchant marine realised by the professional seamen that long after, when the cause of abolition began to raise its head, the Admiralty were amongst its foremost opponents on the grounds of the serious blow which would be dealt thereby to England's essential reserve of trained seamen. It is a measure of the extent to which the horrors of the trade finally aroused the conscience of the nation that abolition was finally passed in England in the middle of a great war and in the teeth of advice tendered by the country's greatest sailors.

In the sixteenth and seventeenth centuries, however, public opinion quietly ignored the moral issues and concentrated on the material profits and the English West Coast ports of Bristol and later Liverpool grew in prosperity accordingly. First the Portuguese and then the Dutch, the Danes, the Spaniards and the Swedes were successively supplanted and by the Treaty of Utrecht in 1712 the British secured a thirty-year monopoly of the trade. Although the Dutch and the French maintained slave establishments at Benin until the close of the eighteenth century, it is estimated that more than half the slaves exported from West Africa during the busiest year of the trade were in British ships.

Lord Mansfield's famous ruling in 1772 in the case of James Somerset, that any slave setting foot on English ground became free under the Common Law, was followed in 1787 by the establishment of a Society for the Abolition of the Slave Trade which finally secured the passing of an act of abolition in 1807. The continuous efforts made to implement the act and to suppress the trade were in a high degree responsible for the extension of British influence in Nigeria which proceeded steadily throughout the whole of the nineteenth century.

The trade in slaves led to the ships of all nations acquiring familiarity with the numerous river mouths between Lagos and Calabar. Little was known of the interior, however, until the beginning of the nineteenth century and in particular the source and direction of the great river which was widely reputed to flow across the continent of Africa was a complete mystery. Foremost amongst the names of those who sacrificed their lives to solve it was Mungo Park who reached the Niger from the Gambia River in 1796 and, in a second and officially-sponsored expedition from Goree in 1805, sailed down the river as far as Bussa where, with the remnants of his party, he perished in the rapids.

Although the Napoleonic War acted as a bar to further exploration for

a number of years, the mystery of the Niger was not lost sight of and from about 1816 on, a number of attempts were made from various directions to establish with certitude the course of the river. Finally, Richard and John Lander succeeded where others had failed in tracing the outlet of the river to the multitude of creeks and rivers now known as the Niger Delta.

In the attempts which followed to put the Landers' discovery to practical use and to open up trade with the interior the outstanding name in the early period is that of Macgregor Laird, and in the later that of Sir George Taubman Goldie. It became clear to the latter that some form of unity was essential if British companies were to establish themselves against the opposition both of commercial rivals and the sometimes hostile inhabitants of the hinterland, and, as a result of his persuasions the United Africa Company came into existence in 1879, being reorganised and incorporated as the National African Company Limited three years later. Legitimate trade prospered in spite of many discouragements and with little or no backing from Governments to whom imperial responsibilities in a distant and unhealthy territory had no appeal.

The Government could not remain blind, however, to the difficulties and danger to British trading interests of the international competition for spheres of influence which, in the last two decades of the century, developed into a general scramble for Africa. At the Conference of Berlin in 1885, the British representatives were able successfully to claim that British interests were supreme on the lower Niger and the British claim to a sphere of influence in Nigeria, the boundaries of which were as yet undefined, received international recognition. The Government's steps to undertake the responsibilities of efficient administration in that area known as the Oil Rivers Protectorate which came under the loose control of a British Consul were, however, both slow and reluctant. It was left to the National African Company, at last in 1886 granted a Royal Charter under the name of the Royal Niger Company, Chartered and Limited, to take a lead in opening up the Niger. The grant of the Charter greatly strengthened the position of the Company, the usual Government services were established and an armed constabulary was raised for the protection of the territory. By these means the Company foiled both German and French efforts to encroach within what are now the boundaries of Nigeria and, after the most serious of French threats to our position in the western part of the territory had been successfully averted by the Company's troops under Captain Lugard (as he then was) in 1894, these boundaries ultimately became generally recognised.

It was the British Government's efforts to suppress the slave trade, however, rather than the furtherance of commercial interests, which led to the most striking changes in its relations with the peoples of Nigeria. Lagos, an important centre of trade, was attacked and conquered in 1851, but resulting treaties with King Akitoye for the abolition of the trade proved almost useless in the absence of any administrative arrangements to ensure their observance and Akitoye's death in 1853 was followed by a long period of civil unrest. In 1861 Her Majesty's Government, therefore,



reluctantly decided on the occupation of Lagos as the only effective means to the desired end. This was achieved with little difficulty and the island was created a Colony the following year. The new Colony was consolidated and its boundaries were extended somewhat in the years which followed, and in 1886 the Government felt strong enough to offer its services as arbitrator to bring to an end the latest of the Yoruba civil wars which were such a fruitful source of supply for the slave markets. The offer was accepted, peace was temporarily restored and the war camps were burnt by the arbitrators. The precedent was too good a one not to be followed by those in difficulties, and an appeal was made to the Lagos Government by the Egbado peoples who were being oppressed by their more powerful neighbours, the Egbas of Abeokuta. This appeal, together with the fear of the establishment of treaty relations between the French and the Egbas, led to further expeditions into the interior and, later, to the still further stage of the appointment of a British Resident who set up his headquarters at Ibadan. Generally the whole of Yorubaland with the exception of the Egba state was attached to the Colony of Lagos as a British Protectorate. The wars ceased and a great increase in prosperity both in the hinterland itself and also, in consequence, in the Port of Lagos was the natural result. It was not many years before the treaty of 1893 recognising the independence of Egbaland was voluntarily abrogated since the authorities there found it impossible to maintain themselves in power without successive appeals for British support. In 1914 this area, too, came "unreservedly under the Government of the Protectorate of Nigeria".

The large area now known as the Northern Provinces was brought under British protection in the early years of the twentieth century, largely through similar reasons and from the same motives. Various slave-raiding Emirs carried on their activities within a few miles of the Niger Company's scattered posts and it became clear that nothing but force would stop them. One expedition naturally led to another in an area with much closer social and religious affinities than in the coastal belt, and after Government had finally taken over from the Niger Company in 1900 the time soon came when its relative strength and that of the Fulani Empire had to be settled. The issue was decided far more easily than might have been expected. The Fulani were aliens and the abuses of their later rule had left them with no deep-seated sympathy among the subject populations. First Kano and then Sokoto were defeated and occupied, the desert tribes submitted and the Fulani Emirs themselves accepted the relatively easy terms of the conquerors and came formally under British protection. The terms included the abolition of slave-raiding and the recognition of British suzerainty, coupled with an assurance that the Mohammedan religion and the existing system of law would not be interfered with.

The gradual extension of Government's influence in the Protectorate of the Oil Rivers had meanwhile been taking place. In 1893, by Order in Council, the Protectorate was extended over the hinterland and renamed the Niger Coast Protectorate, and the following year Government found itself forced to undertake an expedition against the Jekri Chief Nana, a

powerful slave trader whose activities extended over a wide area. Benin still held aloof and an unescorted expedition led by Acting Consul-General Philips in 1897 in an effort to establish a friendly settlement was attacked and its members, with two exceptions, massacred. A military expedition was accordingly despatched, and Benin city was captured with only slight loss six weeks later.

In 1899 the Charter of the Royal Niger Company was revoked and on 1st January, 1900, its territories came under formal Government control, compensation being paid to the Company in respect of its administrative expenses and its existing buildings and stores. The Company had added large areas of the rich hinterland of Nigeria to the British Empire and had done much to abolish the slave trade, bringing the benefits of peace and justice to peoples who had previously lived under the shadow of both unrest and oppression. Its virtual trade monopoly became in the long run no more defensible in principle than was the "administration at private discretion of Territories of which the defence was provided at public expense", and the revocation of the Charter was bound to come. But recognition should be given to the great part played by the Company in the building of Nigeria.

The extension of British influence over the wide areas of Nigeria had, as has been seen, been carried out by three different sets of officials responsible respectively to the Colonial Office, the Foreign Office and the Directors of the Royal Niger Company. Even when the Royal Niger Company disappeared as a governing body in 1900, there still remained three separate administrations. These were reduced in 1906 to two and the inevitability of the amalgamation of these was clearly foreseen. This came on 1st January, 1914, when the Colony and Protectorate of Nigeria was formally inaugurated under the authority of Royal Letters Patent and Order in Council. Sir Frederick Lugard, who had in 1912 been appointed Governor of both the then remaining administrations, now became the first Governor of a united Nigeria.

The period of consolidation which followed could hardly have begun in more difficult circumstances. The first world war began in August, 1914, and Nigeria not only found it impossible to recruit much-needed staff for the administration of the territory but some members of even such a limited service as existed left in order to play their part in the armed forces. Furthermore, the Nigeria Regiment was called upon to play an important part in the expeditions undertaken against the German colonies, first in the Cameroons and Togoland and later in East Africa. In all these campaigns the soldiers displayed both great gallantry and complete loyalty to their new allegiance. It was also a great tribute to the skill and tact with which Sir Frederick Lugard and his officers had handled the delicate situation in the north that not only was no advantage taken by the Emirs of prevailing difficult conditions to re-assert their independence but throughout the war they continued to give convincing proof of their loyalty to the British connection. Minor trouble broke out in various parts of southern Nigeria, due more to local administrative difficulties than to any general desire to throw off British rule. By far the most serious of these outbreaks was the Egba rising of 1918 which assumed serious

proportions for a time but was eventually suppressed without difficulty by the newly returned troops from East Africa.

In 1919 Sir Frederick Lugard, soon to become Lord Lugard, retired from the Governorship of Nigeria. To his outstanding position in its history no better tribute could be paid than the following extract from a speech to the Legislative Council of the 18th March, 1946, by His Excellency the Governor.

"In the proud record of British Colonial Administration two names stand out—those of Stamford Raffles and Lugard. Speaking in Nigeria there is no need for me to say what Lugard did in bringing order out of chaos, and in laying the foundations of the Nigeria we see to-day. Those who knew him personally marvelled how great a heart beat within that slender frame, and with what sure instinct he planned the administration. There is always something sad about the passing of a great man. Lord Lugard had a modesty commensurate with his greatness and his fondest hope was that he had made some contribution to the future of the Nigerian people in whose welfare his interest never flagged until the end.

"To the ordinary man the outstanding characteristic of Lord Lugard was his prodigious industry. He never took a day off; he was at work all day and far into the night wherever he was—in Zungeru, on a launch on the Niger, in rest houses, even on leave and on the voyage to and from Lagos—and he continued to work at the same pitch right up to the end of his life. Only a man of his physical strength and tenacity of purpose could have accomplished that immense amount of detailed work, and at the same time, amid all the urgent problems, the day-to-day changes and the constant risks of those early days, have kept in clear perspective the administrative structure which he was building up and which we and all the world know to-day. Yet behind all this there was no mistaking the soldier and the man of action in the alert and wiry figure of 'the Little Man' as he came to be known later on. One did not argue with his swift decisions; once made they were immovable. One of his notes, on the choice of a school site, read, 'I planted a white stick where the Superintendent's house should be'—and there it was, and is.

"It was no wonder that he inspired confidence in all those with whom he worked and that less than ten years after he had made his first adventurous journey northwards from Jebba, a stranger could travel alone and in perfect safety through a settled and orderly country, rid of the slavery which he hated, and governed, under his guidance, by the Africans in whose service he spent his life."

The war had brought great difficulties to Nigeria in the complete dislocation of world trade, but the first two years of peace were a period of unparalleled prosperity. Boom prices were paid for Nigerian produce and exports rose to unprecedented levels. The slump which followed

caused great economic difficulties but it can fairly be said that, notwithstanding a series of financial crises due to world trade conditions, Nigeria progressed steadily in the period which intervened before the outbreak of the second world war in 1939. The staff of all departments was expanded, enabling Government to extend its activities in a number of ways. Communications were greatly improved, remote areas thus being brought for the first time under effective control. Further, social amenities were widely extended and began to assume for the first time the functions and status of a national service. An important part in this, and in the great spread of education which took place in these years, was played by voluntary agencies, chief among which were the Christian Missions. The educational work of these bodies in particular has been of the greatest value and has been extensively encouraged by grants from Government funds. Still further progress would have been made but for the necessity of financing development wholly, or almost wholly, from Nigerian revenues. These, being dependent to a great extent on import customs duties, were subject to considerable fluctuation owing to the world-wide ramifications of international trade.

In all this period there was only one major threat to law and order in the territory. This was the women's rising which occurred in the Owerri and Calabar Province in 1929 and largely resulted in the destruction of the local system of government which had been set up and in the establishment of Native Administrations based more closely on the indigenous customs of the people.

In 1922 Britain received a mandate from the League of Nations to administer that portion of the former German Cameroons Provinces which had been assigned to her. This territory is administered as an integral part of Nigeria. The southern portion forms one of the Eastern Provinces and the northern portion is divided between the provinces of Adamawa and Bornu. The former German plantations were sold by public auction and eventually almost all of them returned to German ownership. In 1939, however, they were vested in the custodian of Enemy Property and in 1946, under the Ex-Enemy Lands (Cameroons) Ordinance and the Cameroons Development Corporation Ordinance, they were acquired by Government and arrangements made for their development "for the use and common benefits of the inhabitants".

With the outbreak of the second world war the loyalty of Nigerians was, as in 1914, in many ways convincingly demonstrated. Recruits for the armed forces greatly exceeded the number which could be absorbed and money was generously subscribed for war purposes. An expeditionary force was despatched to Kenya, including many veterans of the East African campaign of the previous war, and after assisting in the occupation of Abyssinia it returned to man the frontiers of Nigeria, the Gambia and Sierra Leone against possible invasion from Vichy-controlled territory. In October, 1943, and April, 1944, the 81st and 82nd (West Africa) Divisions left for Burma, where they played a prominent part in the Arakan, and units of the Nigerian 3rd Brigade were included in General Wingate's special force operating behind the Japanese lines in Central Burma.

Meanwhile, Nigerians at home were bent on maximum production of essential export commodities. With the loss of Malaya, Nigeria became the chief source of tin for British war factories, while groundnuts and palm oil kernels were in urgent demand to maintain fat supplies.

The rising cost of living was met by the award of a general cost-of-living allowance to employees of Government and in 1946 this allowance was consolidated into permanently increased basic scales of pay. The Trade Union movement grew apace under the guidance of an experienced Trades Union official of the Labour Department and, with the exception of an abortive general strike which affected Lagos and a few other large towns on the railway in June, 1945, there were no major troubles.

Within a few months of the end of the war, Nigeria had embarked on an impressive Ten-Year Plan for Development and Welfare. Of the £55,000,000 to be spent on the plan, £23,000,000 was to come from the United Kingdom and the remainder from Nigerian local loans and revenue. Hand-in-hand with social and economic progress came political progress with the promulgation of a new Constitution which, as related elsewhere (see Part I (a), Part III Chapter 3 and Appendix F), came into being on 1st January, 1947.

### Chapter 3: Administration

The main political divisions of Nigeria are the Colony of Nigeria and three groups of Provinces, known as the Northern, Western and Eastern Provinces, which together form the Protectorate. The whole country is under the control of a Governor and Commander-in-Chief to whom the Chief Commissioners of the Northern Western and Eastern Provinces and the Commissioner of the Colony are responsible. The Governor is assisted by an Executive Council consisting of certain senior officials and two African unofficial members. By Order in Council dated 2nd August, 1946, a larger Legislative Council was substituted for that previously operative. The Order in Council also established a House of Chiefs in the Northern Provinces and three Houses of Assembly, one in each of the Northern, Western and Eastern Groups of Provinces. The enlarged Legislative Council consists of the Governor as President, 13 *ex-officio* Members, 3 nominated Official Members, 24 Nominated Unofficial Members, of whom 4 are appointed by the northern House of Chiefs and 13 are appointed from among their own numbers by the unofficial members of the Regional Houses, and 4 Elected Members. The new Legislative Council legislates for the whole of Nigeria, and the House of Chiefs and Regional Houses of Assembly have important deliberative and financial functions not at present extending to the actual enactment of legislation. The membership of these bodies is shown in Appendix F.

#### *Colony*

The Colony, that is the area round Lagos, was administered until 1st April, 1938, under the system known as "Direct Rule", by British Officers. In practice, however, much assistance was given by village chiefs

and elders, particularly in the settlement of petty cases which might otherwise have been brought before the Supreme Court. For administration the Colony is divided into four parts—Lagos Township and the Districts of Badagri, Epe and Ikeja. The affairs of Lagos Township are controlled by a Town Council with the Commissioner of the Colony as President *ex officio*.

There is also in Lagos a body of traditional Chiefs, of whom the "Oba" (or crowned head) is the principal; although they have no part in the administrative machinery of the Township, they exercise influence in the community and provide the Commissioner of the Colony with valuable points of contact with the people.

On 1st April, 1938, a form of local government, on the lines of the system in force in the rest of Nigeria, was inaugurated in the districts outside Lagos Township, and separate Native Administrations have been established in four areas, each with its own Native Treasury and Native Court or Courts. In the other parts of the districts Administrative Officers were gazetted as Native Authorities as a temporary measure and administered Native Treasury funds in consultation with the village authorities concerned. Investigations pursued in these areas as to the possibility of creating further Native Administrations have given promising results.

The new Native Administrations are based on the village councils, whose traditional elasticity ensures their being reasonably representative. They have promulgated various rules and by-laws for the control of markets, the enforcement of sanitary measures and the like, while the village councils have not only undertaken the collection of tax but also helped to introduce a system by which assessment is adjusted to the means of the individual. The idea of local responsibility for local finance has been welcomed and is doing much to dispel the political apathy that formerly characterised these areas.

### *Northern Provinces*

The Northern Provinces are administered under the system known as "indirect rule", whereby the local functions of Government are for the most part delegated to the native chiefs or councils acting under the supervision and with the assistance and advice of the British administrative staff. The local authorities so constituted are known as "Native Administrations", and are responsible to the Governor for the peace and good order of their respective areas, insofar as persons legally subject to their jurisdiction are concerned.

The District Heads and Village Heads complete the chain of executive responsibility, each answerable through his superior for the area in his charge. These, and also the Native Administration's Courts, prison and police, are financed by its Treasury, into which is paid its share of the taxes that it collects, as well as the total receipts of its Courts and various minor fees. The revenue and expenditure of each Native Treasury are shown in its annual Estimates, which are approved by the Governor, but are not subject to the control of the Legislative Council.

The Native Administrations also undertake such services as their means permit; the technical branches being supervised by European

officers of the appropriate Departments, paid by the central government. Hospitals, dispensaries, schools, roads and motor transport are thus provided and maintained, and some of the larger Native Administrations have embarked on the public supply of electricity and water and keep their own survey and printing departments. The railways, trunk roads, minefields survey, Township works, central hospitals, etc., fall outside the sphere of the Native Administrations and, like the Government troops and police, are directly controlled by officers of the central government departments concerned.

The prototype of the system of administration through District and Village Headman was found in the Northern Emirates at the time of the British conquest and, for reasons of expediency, was in the early years of the occupation adopted as a pattern throughout the Northern Provinces, both in pagan and in Moslem country. The system has had a wide measure of success, but in many areas it conflicted with the indigenous arrangements and ideas, and so failed to enlist the willing co-operation of the peoples, without which little progress can be expected. Of recent years, however, the policy of Government has been to promote close investigation of pre-existing institutions, especially in pagan areas; armed with the knowledge so obtained administrative officers have been able to enter into effective consultation with the people regarding the development of local self-government on lines which the latter could understand and approve. From such consultation a good deal of political re-organisation resulted.

#### *Eastern and Western Provinces*

In the Eastern and Western Provinces the system of Indirect Rule through Native Administrations was first applied to the four Yoruba Provinces and to parts of Benin and the Cameroons Province between 1919 and 1922, but it was not till 1928 that it was adopted throughout the territory. The Native Administrations thus differ from one another in their antecedents, and there is also a great diversity in the origins, customs and degrees of development of the peoples that they serve. Little detailed uniformity of constitution or operation is, therefore, to be expected; the Native Administrations may, however, be divided into two broad categories according to their general characteristics—on the one hand those of the Yoruba Provinces (Abeokuta, Ijebu, Ondo and Oyo) and parts of Benin, and on the other the remainder of Benin Province, the Warri Province and the Eastern Provinces.

The first category contains comparatively well-organised native units which had maintained to a large degree their indigenous forms of organisation, and had been ruled through their chiefs, such as the Alafin of Oyo and the Oni of Ife. The Native Administrations are, therefore, controlled by such chiefs or by confederations of chiefs who administer their own territory through their own native institutions. The autocratic powers of these chiefs are limited by the existence of councils and, in order to enlist the support of the literate classes, these councils have in certain cases been strengthened by co-opting persons in virtue of their education

or personality rather than their traditional prerogatives. The Native Authorities in a large measure control the Native Treasuries; and moreover, although Government Ordinances continue to apply, responsibility for enforcing many provisions of the laws is, at the request of the chiefs and councils concerned, being assumed by the Native Authorities. Minor legislation is also enacted by these authorities under the Native Authority Ordinance for such purposes as sanitation, the control of markets, the protection of particular trades and the licensing of bicycles. Public Works of various degrees of magnitude are undertaken and maintained under the control of these Administrations. Briefly, therefore, it may be said that with increased experience, efficiency and confidence, these Native Administrations are gradually assuming part of the responsibility which had formerly been borne entirely by Government.

In the second category are comprised tribes of various degrees of development, none of which has reached the stage achieved by those of the first division. The constitution of the Native Administrations in many areas has not yet been finally determined, and every effort is now being made to find satisfactory solutions to the many problems which arise in the attempt to evolve a system of Native Administration based on the indigenous organisations. The problem is rendered nonetheless difficult by the fact that all these people have already experienced a considerable period of direct European rule. One of the chief tasks of Government in these areas is to give the people an opportunity to gain experience and confidence in administering their districts and thus increase the efficiency of the indigenous institutions, which were in many cases called into existence by social rather than administrative requirements as we understand them to-day. It follows, therefore, that the training of the reorganised Councils and their officials is a slow and lengthy process. The representative character of Councils has been stressed, and this policy has met with considerable success. An increasing interest is being taken in finance, and in some cases the clans have framed their own estimates and have been responsible, entirely unaided, for the prompt collection of tax.

## Chapter 4: Weights and Measures

Imperial weights and measures are in use.



## Chapter 5: Principal Newspapers and Periodicals

NAME OF PAPER	DAILY OR OTHERWISE	PLACE	PUBLISHER
1. <i>Nigerian Daily Times</i>	Daily	Lagos	Nigerian Publishing and Printing Co. Ltd., 172 Broad Street, P.O. Box 139, Lagos.
2. <i>The Daily Comet</i>	"	"	Comet Press Ltd., 76 King George Avenue, Yaba.
3. <i>West African Pilot</i>	"	"	Zik Press Ltd., 34 Commercial Avenue, Yaba.
4. <i>The Daily Service</i>	"	"	Service Press Ltd., 5/7 Apogon Street, P.O. Box 163, Lagos.
5. <i>Nigerian Spokesman</i>	"	Onitsha	Zik Press, Onitsha.
6. <i>Southern Nigerian Defender</i>	"	Ibadan	Zik Press, P.O. Box 273, Ibadan.
7. <i>Eastern Nigeria Guardian</i>	"	P. Harcourt	Zik Press, Port Harcourt.
8. <i>Gaskiya Ta Fi Kwabo</i>	"	Zaria	Gaskiya Corporation, Zaria.
9. <i>The Akede Eko</i>	Weekly	Lagos	I. B. Thomas, 116 and 139 Igbo-sere Road, P.O. Box 646, Lagos.
10. <i>Catholic Herald</i>	"	"	Roman Catholic Mission, P.O. Box 19, Ebute Metta.
11. <i>Nigeria Review</i>	"	"	Nigerian Government (P.R.O.)
12. <i>Irohin Yoruba</i>	"	Ibadan	c/o Service Press Ltd., 5/7 Apogon Street, Lagos.
13. <i>Western Echo</i>	"	"	D. T. Akinbiyi, P.O. Box 148, Ibadan.
14. <i>Nigerian Observer</i>	"	P. Harcourt	Enitonna Printing Press, P.O. Box 30, Port Harcourt.
15. <i>Nigeria Eastern Mail</i>	"	Calabar	Henshaw Press, P.O. Box 57, Calabar.
16. <i>Nigerian Herald</i>	"	Aba	Maurice Printing and Publishing Co., 26 Asa Road, P.O. Box 143, Aba.
17. <i>In Leisure Hours</i>	Monthly	Lagos	C.M.S. Bookshop, P.O. Box 174, Lagos.
18. <i>War Cry</i>	"	"	Salvation Army Headquarters, Odunlami Street, Lagos.
19. <i>African Hope</i>	"	"	Ijaye Press, 55 Hawley Street, Lagos.
20. <i>Niger News</i>	"	P. Harcourt	C.M.S. Niger Bookshops, P.O. Box 34, Port Harcourt.
21. <i>Ijebu Review</i>	"	Ijebu Ode	Resident, Ijebu Ode.
22. <i>Egba Bulletin</i>	"	Abeokuta	Egba N.A., Abeokuta.
23. <i>Nigeria Civil Servants</i>	Quarterly	Lagos	Civil Service Union, c/o J. Ojo, King's College, Lagos.
24. <i>Nigerian Law Quarterly Review</i>	"	"	Bar Association (Nigeria), 9 Victoria Street, P.O. Box 484, Lagos.
25. <i>Nigerian Journal</i>	"	"	Association of European Civil Servants of Nigeria.
26. <i>Nigeria</i>	"	"	Government (see Part II, Chapter 12).
27. <i>Farm and Forest</i>	"	Ibadan	Forestry Department (private subscription).

## Chapter 6: Short Bibliography

For a fuller list, see the *Nigeria Handbook* (11th Edition, 1936).

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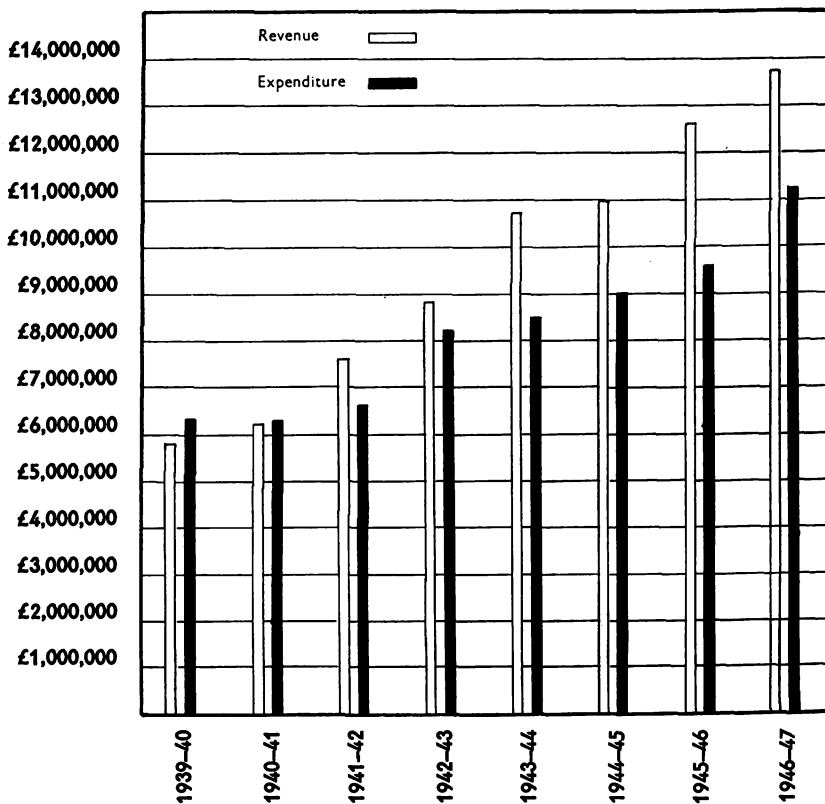
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*West African Agriculture* (Faulkner and Mackie).  
*West African Big Game Records* (Rowland Ward).  
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*Birds of Tropical West Africa* (5 Vol.) (Bannerman).  
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## Appendix A

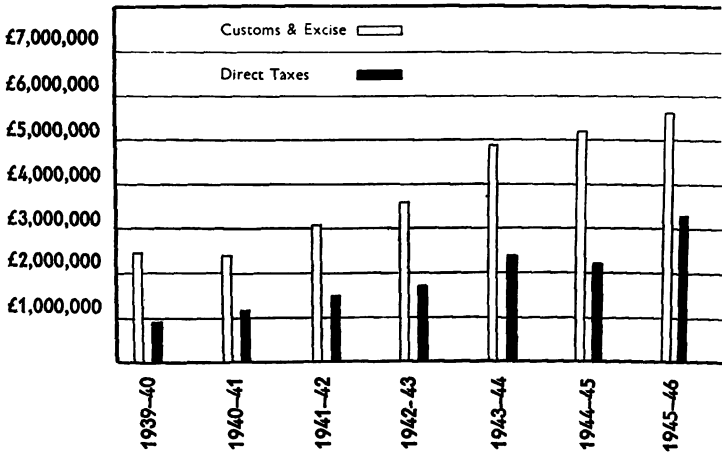
## ORDINARY REVENUE AND EXPENDITURE 1939-47



## APPENDIX B

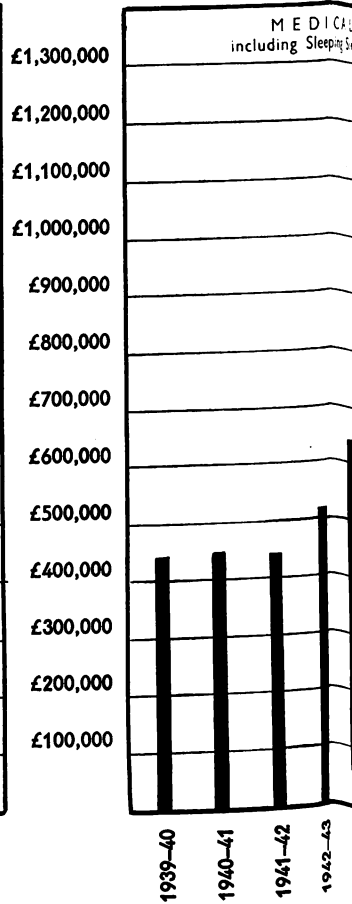
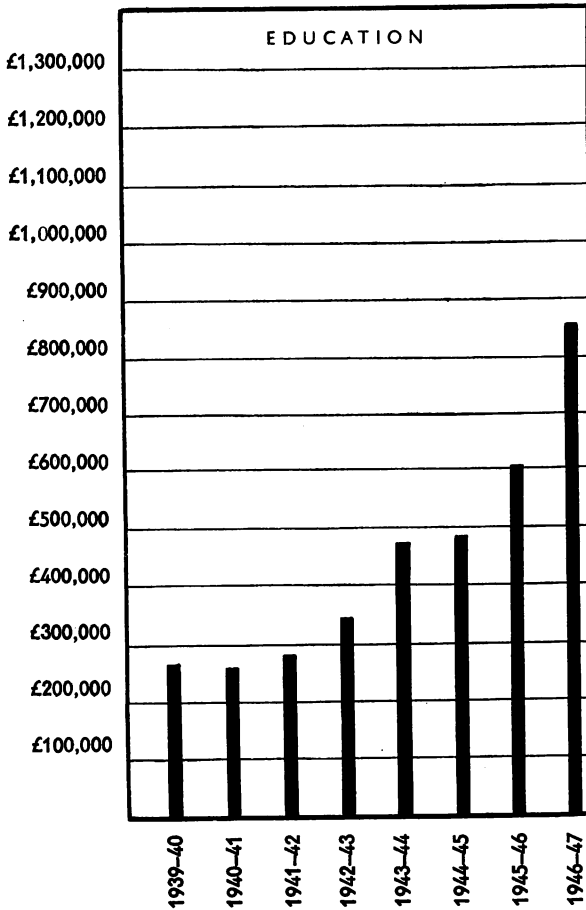
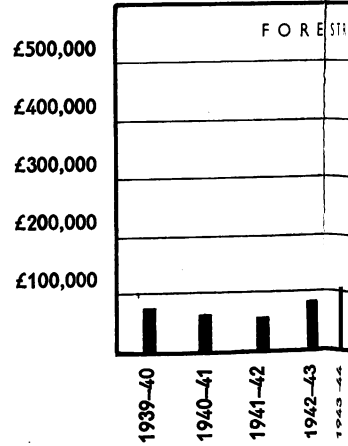
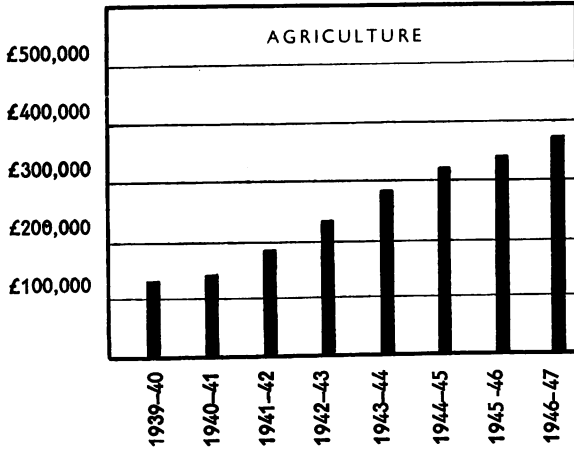
### Appendix B

REVENUE FROM CUSTOMS AND EXCISE AND DIRECT TAXES 19

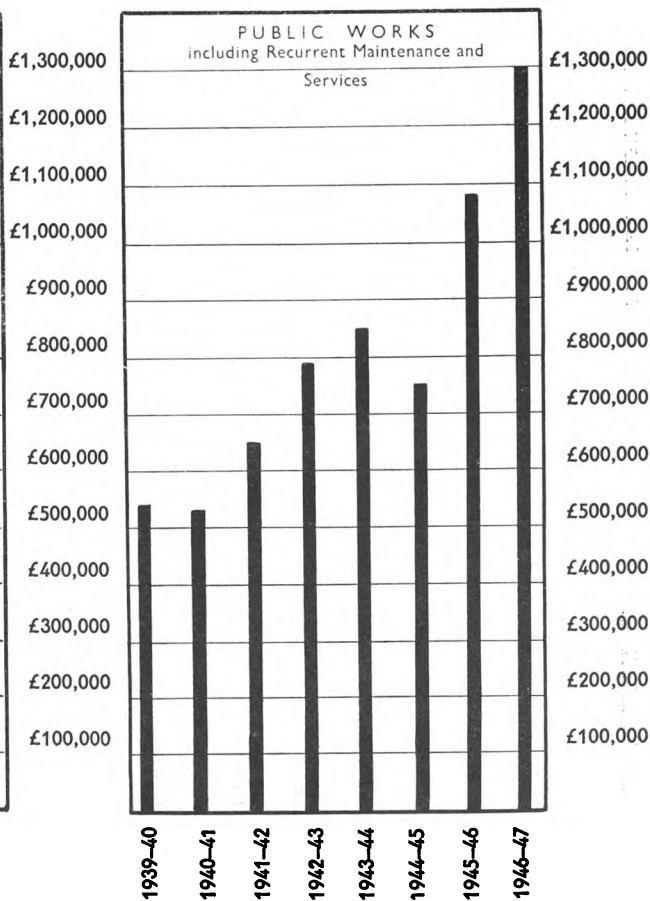
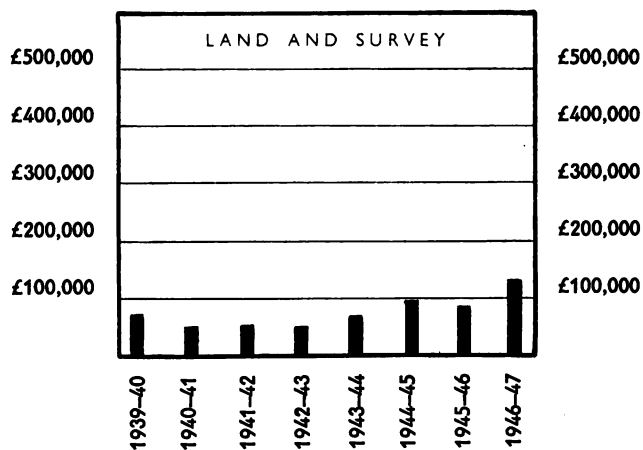
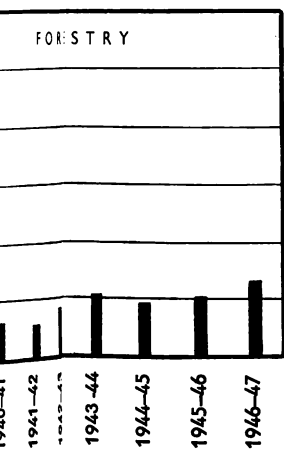


# Appendix C

EXPENDITURE ON CURRENT



# EXPENDITURE ON CERTAIN PUBLIC SERVICES 1939-47



# Appendix D

## INDUSTRIAL DISPUTES 1947

Department or firm	No. of workmen involved		Stoppage of work		Cause	Terms of settlement
	Directly	Indirectly	Began	Ended		
1. Timber, Warri Province . . .	80	—	1.1.47	10.1.47	Demand for payment of arrears of wages.	Men resumed work after each had received $\text{Sh.}$ advance wages. Arrears of wages were later paid.
2. Ship Repairing, Lagos . . .	27	150	22.1.47	24.1.47	Four riveters were alleged to have been victimised.	Men resumed work on the intervention of a Labour Officer. The Manager of firm offered Riveters alternative work which was refused.
3. Engineering (P.W.D., Ijora) . . .	370	—	27.1.47	28.1.47	Dissatisfaction with the dismissal of a workman without notice	Men resumed work pending negotiations. Workman's dismissal was upheld.
4. (a) Building, Ebute Metta . . .	50	—	27.1.47	7.2.47	Demand for higher wages.	Men resumed work on the same rates of pay. The Management's efforts to find other workers proved unsuccessful.
(b) Building, Lagos . . .	800	—	3.2.47	6.2.47	Dissatisfaction with the dismissal of five men surplus to the firm's requirements.	Men resumed work on the intervention of a Labour Officer and negotiations with the Management.
5. Motor Engineering, Lagos . . .	140	—	20.1.47	20.1.47	Dissatisfaction with method of calculation of C.O.L.A. arrears.	Men returned to work after a meeting with the Management and the Senior Labour Officer. Re-calculation of the arrears was made and amounts due were paid in February.
6. Hides and Skins . . .	27	—	3.2.47	4.2.47	Demand for increase in wages.	Men resumed work unconditionally after interview with a Labour Officer and the explanation of the Management's stand in the matter.

# APPENDIX D: INDUSTRIAL DISPUTES 1947 (continued)

Department or firm	No. of workmen involved		Stoppage of work		Cause	Terms of settlement
	Directly	Indirectly	Began	Ended		
7. Oil, Apapa . . . . .	100	—	6.3.47	7.3.47	Demand for the removal of Officer-in-Charge of drum filling shed; reinstatement of two men in their former employment and withdrawal of letters of warning issued to five employees.	Men returned to work pending negotiations between the Union's representatives and the Management. The first two demands were met and two letters of warning withdrawn.
8. Public Works . . . . .	9	—	27.3.47	28.3.47	Dissatisfaction with rates of pay.	Men, who were temporary masons, resumed work after position was explained. They have accepted basic wages offered to them by their employer.
9. Stevedoring and Clerical, Burutu . . . . .	1,500	—	16.6.47	19.6.47	Rejected Company's new rates and demanded adoption of Harragin recommendations.	Workers regarded themselves no longer in employment and were paid off.
10. Government Electricity Undertaking . . . . .	465	—	9.6.47	9.6.47	Demand for better conditions of service and early payment of arrears under Harragin recommendations.	Men resumed work pending resumption of negotiations.
11. Marine Department Dockyard, Apapa . . . . .	400	—	10.6.47	10.6.47	Delay in paying arrears of wages under Harragin recommendations.	Resumed work on the assurance that payment of arrears would begin the following day.
12. (a) Tin Mining, Plateau . . . . .	200	—	26.5.47	9.6.47	Demand for improved conditions of service and retrospective payment of Cost-of-Living Allowance.	Men resumed work pending negotiations.
(b) Tin Mining, Plateau . . . . .	10,000	—	9.6.47	17.6.47	Demand for improved conditions of service and retrospective payment of Cost-of-Living Allowance.	Men resumed work pending negotiations.



APPENDIX D: INDUSTRIAL DISPUTES 1947 (continued)

Department or firm	No. of workmen involved		Stoppage of work		Cause	Terms of settlement
	Directly	Indirectly	Began	Ended		
13. (a) Plantations, Bota (Cameroons) .	240	—	5.7.47	7.7.47	Dissatisfaction with conversion rate offered particularly to Chipping Boys who were converted from 1s. 6d. to 1s. 3d. a day.	Men resumed work pending negotiations.
(b) Plantations, Ewinga (Cameroons) . . . . .	350	—	15.7.47	16.7.47	Demand for reduction in task work, sick and accident pay and better housing.	Changes were effected in (i) Allocation of work. (ii) Persons injured at work would be paid provided accident was reported to the Dresser. (iii) Sick pay would be considered. (iv) The Head Overseer would investigate and settle complaints about housing. A Labour Officer examined the complaint and recovered wages for workers.
(c) Sapoba (Sapele) . . . . .	300	—	9.9.47	1.10.47	Non-payment of wages for August, 1947.	Payment made on 17th and 18th October.
(d) Cameroons (Ekoma and Nolyko)	1,606	—	10.10.47	17.10.47	Non-payment of arrears under the new scale.	Agreement was reached on increase at negotiation meetings, but the two dismissed carpenters were not re-engaged.
(e) Plantations, Cameroons . . . . .	22	—	21.10.47	25.10.47	Increase in task work of carpenters and dismissal of two carpenters.	Secretary was given further employment when new works began.
(f) P.W.D., Victoria . . . . .	151	—	22.11.47	27.11.47	Alleged victimisation of Union Secretary who was "stood-off".	Secretary was given further employment when new works began.
(g) P.W.D., Buea . . . . .	—	130	25.11.47	27.11.47	Struck in sympathy with the above.	Arrears paid on 1.12.47.
(h) P.W.D., Bakosisi . . . . .	350	—	27.11.47	1.12.47	Delay in payment of arrears under the new wage scales.	

APPENDIX D: INDUSTRIAL DISPUTES 1947 (continued)

Department of firm	No. of workmen involved		Stoppage of work		Cause	Terms of settlement
	Directly	Indirectly	Began	Ended		
14. Posts and Telegraphs, Lagos	123	25	14.7.47	15.7.47	Dissatisfaction with conversion rates offered to Linemen and Wiremen.	Men defied all efforts to persuade them to return to work. Government, after due warning, brought into effect the Circular on Strike Action and the men were regarded as having terminated their appointments voluntarily.
15. (a) Printing Establishment, Iyebu-Ode	—	—	9.6.47	9.6.47	Demand for improved conditions of service.	Men resumed work on temporary settlement.
(b) Printing (Lagos)	40	—	3.9.47	4.9.47	Demand increase in wages and improved conditions of service.	(i) No general increase in wages could be granted. (ii) Management would pay arrears of wages after investigation by the Wages Inspector. (iii) Improved scales of wages based on new classification of employees would be operative from 1st September, 1948.
(c) Printing (Lagos)	23	—	3.9.47	3.9.47	Demand increase in wages and improved conditions of service.	(i) Increase of 10s. a month to all employees. (ii) Annual leave of 14 days to Foremen and 7 days to other employees. (iii) Transport allowance to and from place of engagement during leave.
(d) Printing (Lagos)	18	—	3.9.47	3.9.47	Demand increase in wages and improved conditions of service.	(i) Increase of 5s. a month to all journeymen. (ii) Annual leave of 14 days to journeymen and 7 days to apprentices. (iii) 4 weeks annual sick leave with

16. Commercial firm, Lagos

## Appendix E

MAPS ON SALE AT THE LAND AND SURVEY OFFICES,  
RACECOURSE ROAD, LAGOS

(Revised up to October, 1945)

	£	s.	d.
Map of Nigeria, scale 1/500,000, revised 1945 edition in 15 sheets. Each sheet		5	0
Map of Nigeria, 1938, scale 1/750,000 (Road Guide Series) in 15 sheets. Each sheet 2s., mounted 3s.			
Map of Nigeria, 1944, scale 1/1,000,000 (coloured) in 4 sheets. Each sheet		10	0
Above mounted on rollers as one map	2	10	0
Map of Nigeria, 1944, scale 1/2,000,000		5	0
Map of Nigeria shewing Medical Facilities, scale 1/2,000,000		5	0
Outline map of Nigeria, 1938, scale 1/2,000,000		5	0
Map of Northern Provinces, Nigeria, 1945, scale 1/2,000,000		3	6
Map of Southern Provinces, Nigeria, 1939, scale 1/2,000,000		3	6
Nigeria Tribal Map N.P. (Census 1931), scale 1/2,000,000		3	6
Map of Nigeria, scale 1/3,000,000 (coloured)		1	6
Map of Nigeria (1940), scale 1/3,000,000:			
Agriculture, Communication, Domestic Trades, Forest, Isogonic, Isothermal, Orographical, Population, Rainfall			
Dry Season and Rainfall Wet Season, each		2	0
Map of Lagos Colony (1936), scale 1/250,000		2	6
Geological, Provincial and Airstrip Maps and Cadastral Plans of Townships are also available.			

## Appendix F

### THE LEGISLATIVE COUNCIL

The *Ex-officio* Members are:

The Chief Secretary to the Government;  
The Chief Commissioners of the three Regions;  
The Attorney-General;  
The Financial Secretary;  
The Director of Medical Services;  
The Development Secretary;  
The Director of Education;  
The Director of Agriculture;  
The Director of Public Works;  
The Commissioner of Labour;  
The Commissioner of the Colony.

The Nominated Official Members are three Residents, one from each region, appointed by the Governor, by Instrument under the Public Seal for each meeting of the Legislative Council.

The Nominated Unofficial Members are:

- (a) Four Members, being Members of the House of Chiefs appointed by that House;
- (b) Five Members, being Unofficial Members of the Northern House of Assembly, appointed by the Unofficial Members of that House;
- (c) Two Members, being Chiefs appointed by the Governor from those Chiefs who are Members of the Western House of Assembly;
- (d) Four Members, being Unofficial Members of the Western House of Assembly, appointed by the Unofficial Members of that House;
- (e) Five Members, being Unofficial Members of the Eastern House of Assembly, appointed by the Unofficial Members of that House;
- (f) A Member for the Colony appointed by the Governor after consultation with the Native Authorities in the Colony;
- (g) Three Members appointed by the Governor to represent interests or communities which, in his opinion, are not otherwise adequately represented.

The Elected Members are three Members for Lagos and one Member for Calabar, elected as provided in the Order in Council.

#### HOUSE OF CHIEFS

The House of Chiefs consists of the following Members:

- (a) The Chief Commissioner for the Northern Provinces as President;
- (b) All first-class Chiefs exercising their functions as such within the Northern Provinces and qualified under this Order to sit in the House; and
- (c) Not less than ten Members elected from their own number by second-class Chiefs, exercising their functions as such within the Northern Provinces. The number of such Chiefs, the manner of their selection and the tenure of their office are such as the Governor may, from time to time, direct in writing.

The Northern House of Assembly consists of the following Members:

#### REGIONAL HOUSES OF ASSEMBLY

- (a) Nineteen Official Members, who are
  - The Senior Resident, Northern Provinces, as President;
  - Twelve Residents of the Northern Provinces (the Secretary, Northern Provinces, being regarded as a Resident);
  - The Secretary (Finance), Northern Provinces;
  - The Deputy Director of Medical Services, Northern Provinces;
  - The Deputy Director of Education, Northern Provinces;
  - The Deputy Director of Agriculture, Northern Provinces;
  - The Deputy Director of Public Works, Northern Provinces;
  - The Senior Crown Counsel, Northern Provinces; and
- (b) No less than twenty nor more than twenty-four Unofficial Members who are:
  - (i) such number of Members, not being less than fourteen nor more than eighteen and not being Members of the House of Chiefs (who shall be called Provincial Members), selected as provided in the Order in Council as the Governor may from time to time direct in writing;

- (ii) six Members appointed by the Governor to represent interests and communities which, in his opinion, are not otherwise adequately represented.

The Western House of Assembly consists of the following Members:

- (a) Fourteen Official Members who are:

The Chief Commissioner for the Western Provinces as President;  
Seven Residents of the Western Provinces (the Secretary, Western Provinces, being regarded as a Resident);  
The Secretary (Finance), Western Provinces;  
The Deputy Director of Medical Services, Western Provinces;  
The Deputy Director of Education, Western Provinces;  
The Deputy Director of Agriculture, Western Provinces;  
The Deputy Director of Public Works, Western Provinces;  
The Senior Crown Counsel, Western Provinces; and

- (b) Not less than fifteen nor more than nineteen Unofficial Members who are:

- (i) Three Head Chiefs of the Western Provinces to be appointed by the Governor after consultation with the Head Chiefs of the Western Provinces;
- (ii) Such number of Members, not being less than seven or more than eleven (who are called Provincial Members), selected as provided in the Order in Council, as the Governor may from time to time direct in writing;
- (iii) Five Members appointed by the Governor to represent interests or communities which, in his opinion, are not otherwise adequately represented.

The Eastern House of Assembly consists of the following Members:

- (a) Fourteen Official Members who are:

The Chief Commissioner for the Eastern Provinces as President;  
Seven Residents of the Eastern Provinces (the Secretary, Eastern Provinces, being regarded as a Resident);  
The Secretary (Finance), Eastern Provinces;  
The Deputy Director of Medical Services, Eastern Provinces;  
The Deputy Director of Education, Eastern Provinces;  
The Deputy Director of Agriculture, Eastern Provinces;  
The Deputy Director of Public Works, Eastern Provinces;  
The Senior Crown Counsel, Eastern Provinces; and

- (b) Not less than fifteen nor more than eighteen Unofficial Members who are:

- (i) Such number of Members, not being less than ten nor more than thirteen (who are called Provincial Members), selected as provided in the Order in Council, as the Governor may from time to time direct in writing;
- (ii) Five Members appointed by the Governor to represent interests or communities which, in his opinion, are not otherwise adequately represented.

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COLONIAL REPO

# Nigeria

## 1949



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THE SERIES OF COLONIAL REPORTS which was re-introduced for the year 1946 (after suspension in 1940) is being continued with those relating to 1949. It is hoped that the territories for which 1949 Reports are being published will be as listed on cover page 3.

COLONIAL OFFICE

# REPORT ON N I G E R I A

FOR THE YEAR

## 1949

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The cover illustration shows a Yoruba farmer selling his Japanese  
Chillies to the Ibadan Farmers Co-operative Union

3-29-51

## PART I

### (a) Review of the Year 1949

THE year 1949 was one of continued activity in the field of economic and commercial advance, with prices of export crops well maintained, production at a high level and an increased flow of imports. Government schemes for increased agricultural production and improved social services made better progress than ever before. In the political sphere the greatest interest was taken in the nation-wide discussions concerning the constitution, revision of the similarly important measures for local government reform in the Eastern Provinces and in Lagos were also worked out in consultation with representatives of the people concerned.

It had originally been proposed that the constitution, introduced at the beginning of 1947, should remain in force for nine years and be reviewed at the end of that period, although limited changes might be made at the end of the third and sixth years. In his speech to the Legislative Council in August, 1948, the Governor (Sir John Macpherson, K.C.M.G.) suggested that the progress made in the operation of the constitution had been so rapid and sound that earlier revision would be justified, and after public opinion had been sounded, a Select Committee was set up by Legislative Council at the Budget session in March, 1949, to recommend the procedure to be adopted in effecting revision. The Select Committee proposed that a series of conferences be held, first at village and divisional level, and then at provincial level, when the various Provincial Conferences would make recommendations to be considered by Regional Conferences (Lagos Township and the Colony districts constituting a Region for this purpose). The views of the four Regional Conferences were then to be considered by a Drafting Committee, which would put forward a statement, based on these views, for discussion by a General Conference, and the resolutions of this Conference would then be debated in the Regional Houses and by the Legislative Council before being submitted to the Governor and the Secretary of State for the Colonies. The composition of these bodies was to be as representative as possible of all interests and sections of the community, and the Drafting Committee was to be composed of eleven non-official representatives elected by the Regional Conferences, sitting with the Chief Secretary, Attorney-General and Financial Secretary. The proposals of the Select Committee were unanimously approved by the Legislative Council, and public discussion of the various issues involved in revision of the constitution was at once initiated.

Village, divisional, and provincial meetings occupied general public attention from April to August, although they proceeded at a more rapid pace in the Eastern Provinces, where the Regional Conference was held in July. The Lagos-Colony Conference was held in August, and the Northern and Western Regional Conferences in September. Although there was general agreement on the course which constitutional advance should take, diversity of views on a number of major problems was reflected in the recommendations of the Regional Conferences and these were considered by the Drafting Committee at a series of meetings held in October and November. The General Conference, which was to consider the report of the Drafting Committee, was convened at Ibadan on 9th January, 1950, the place and date having been determined by the Legislative Council at its November session.

These deliberations have been notable in many respects. They constitute an experiment in consultation without precedent in Nigeria in the endeavour to ascertain public opinion and general public wishes on vital political issues, and they have played a significant part in the political education of the community. From these deliberations both Government and people have drawn useful lessons. The recommendations made covered all aspects of the constitutional structure, and the general trend of public opinion as reflected in the various conferences, has been in favour of much greater regional autonomy, including the grant to Regional Houses, of legislative powers on various specified subjects, and the constitution of Regional Executive Councils responsible for the formulation of policy and executive action within the Regions. At the centre it is proposed that a larger and more representative legislature should be formed, the present Executive Council being replaced by a Council of Ministers to include unofficial and official members sitting under the Governor's chairmanship.

In the field of local government, the Eastern Provinces Bill was drafted after the widest public discussion of proposals formulated by a Select Committee of the Eastern Regional House following the consideration of various experiments already made in the Region and of a report prepared by Mr. E. J. Gibbons, C.B.E. (Senior Resident). The modifications resulting from these discussions were embodied in a statement of policy approved by the Eastern Regional House before incorporation in the draft Bill, of which the general purport is to establish a system of county, district, and local councils, each with specified functions, and intended, in the case of county councils, to operate over a wider area with more substantial sources of income than has hitherto been the practice.

Reform of the local government system for Lagos had also been mentioned in the Governor's speech to Legislative Council in August, 1948, and a number of representations, setting out various views and proposals, were made by individual members of the public as well as by representative organisations. The question was also considered by a

special committee of the Town Council itself, and a Bill was published by the end of the year incorporating suggestions made from these various quarters. The legislation proposed a Town Council composed entirely of elected members, adult suffrage without a property qualification, and an extensive degree of autonomy in urban affairs.

There were no prolonged strikes during the year, but there was a deterioration in industrial relations. Unrest occurred during the summer on the Nigerian Railway, and the Station Staff Union, dissatisfied with an award made in arbitration proceedings in 1948, called a strike in July which stopped all railway traffic for several days. A Commission of Enquiry was appointed with wide terms of reference, to investigate the causes and circumstances of the labour situation on the Railway and to review the machinery for settling trade disputes. The union demanded that two members of the Commission be replaced by its own nominees, and on Government's refusal to agree, decided not to appear before the Commission. The Commission, which included three Nigerians amongst its five members, made various proposals with regard to procedure for settling disputes, but also found it necessary to criticise at some length the general outlook and proceedings of railway trade unions.

In November, the miners at the Enugu Collieries started a "go-slow" strike. While explosives were being removed from the colliery stores under Police guard, a crowd of miners collected at one store where the situation deteriorated and the Police opened fire, causing 21 deaths. Disturbances involving breaking of stores and looting followed at Aba, Port Harcourt, and Onitsha, when the Police again had to open fire, and also at Calabar. Emergency Regulations were promulgated and the situation promptly brought under control. A Commission of Enquiry with Sir William Fitzgerald, lately Chief Justice of Palestine, as chairman and three other members, including two African Judges (one of the Supreme Court of Nigeria and the other of the Supreme Court of the Gold Coast) was appointed very shortly after the shooting incident at Enugu, "to enquire into the recent disorders in Nigeria, with special reference to the labour troubles at the Colliery, and the events which followed". The Commission began its sittings in December, and was still in session at the close of the year.

These troubles, grave in themselves, stood out the more sharply as the general Nigerian background was one of continued economic development, with improvement in the quality of several of the main products, greater stability of prices, and an increased supply of consumer goods. The cocoa season of 1948-49 was one of the most productive for many years, and the proportion of Grade I cocoa marketed increased to 76 per cent from 47 per cent in the previous year. The production of palm-produce in the Eastern Region was almost a record. The rate of groundnut railments improved and exports of cotton lint were more than two and a half times the figure for the previous year.

The marketing arrangements for the major primary products, on the model of the Cocoa Marketing Board, were embodied in legislation in 1949, which set up marketing boards, each composed of a chairman, two official members, and three non-official Nigerian members, for oil-palm produce, groundnuts and benniseed. These boards will, like the Cocoa Board, try to make the most favourable arrangements for the grading, export and marketing of the crops, and to build up price stabilisation funds to protect the producer from the worst effects of a serious fall in world prices. Another important measure to stimulate production was the appointment, in the middle of the year, of Regional Production Development Boards, with largely non-official membership, to dispose of funds made available by the Marketing Boards for the benefit of producers and production areas. In the south they gave prior attention to the "pioneer" palm-oil mill expansion scheme, placing orders for over 50 new mills at a cost of over £320,000, and in the north nearly £500,000 has been allocated to schemes for land resettlement, mechanised rice cultivation and the widespread distribution of fertilisers.

The financing of individual projects of local development was facilitated by the creation of Regional Development Boards, which took the place of the Nigeria Local Development Board set up in 1946, and are designed to work in closer contact with actual local needs (See Appendix B). A resident subsidiary branch of the Colonial Development Corporation was established during the year, whose main achievement was the mixed farming pilot scheme known as the Niger Agricultural Project, undertaken in partnership with Government and the local authorities (see Appendix A). The enterprise, with a capital of £450,000, jointly subscribed by Government and the Corporation, will clear and cultivate, using mechanised farming methods, about 30,000 acres of savannah bush in the Niger Province, and establish settler villages. Hand clearance is planned to start in 1950.

Planned development with the aid of a public corporation continued in the Cameroons, where the Cameroons Development Corporation completed its third year of working on the plantations taken over from German owners. The southern Cameroons exported to the United Kingdom some five million stems of bananas, of which nearly three million stems were grown on the Corporation's estates.

Schemes of community development based on village initiative, were further expanded during the year. The possibilities of these schemes were illustrated in the Crown Film Unit's picture, "Day-break in Udi", which was released in the middle of the year. Under the leadership of Mr. E. R. Chadwick, O.B.E. (the District Officer of the film), similar development is being pushed ahead in other areas in the Eastern Provinces (where the film was taken). These schemes include market improvement, leper segregation

## REVIEW OF THE YEAR 1949

units, sanitary facilities, swamp reclamation, inter-village communications, and village planning.

In November the Cameroons under U.K. Trusteeship were visited by a Visiting Mission of the Trusteeship Council, composed of members from Iraq, Belgium, Mexico and the United States of America. The Mission's terms of reference required it "to observe the developing political, economic, social and educational conditions in the Territory, its progress towards self-government or independence, the efforts of the Administering Authority to achieve this and the basic objectives of the International Trusteeship System". The Mission was also authorised to receive, and, where necessary, investigate petitions. It visited many parts of the Trust Territory, and in particular enquired into the petition presented to the United Nations in 1948 by the Bakweri Tribe for the return of certain lands stated to have been acquired by the Germans and alienated during the period of German rule. Its report was received early in 1950.

## PART I

### (b) Development and Welfare\*

#### GENERAL

THE general development policy of the Nigerian Government was set out in 1945 in a general and comprehensive Ten-Year Plan of Development and Welfare, approved by the Legislative Council early in the following year. It had been realised that, in view of the great size and highly diversified population of Nigeria, it was not possible to do more than indicate a general course of proposed action which should be subject to periodic review of detail in the light of experience and to the inclusion of any additional projects which might be found necessary.

It was estimated that £55 million would be required for financing the complete plan. £23 million was allocated from the Colonial Development and Welfare Vote, and it was agreed that expenditure up to £17 million could be met from loans raised by the Government of Nigeria, and the balance from Nigerian revenues.

The schemes included in the Plan can be broadly divided as follows :

- (i) schemes necessary to ensure that the people are in a position to participate in and take full advantage of the other development schemes ; these are the schemes for rural and urban water supplies, for the development of medical and health services, and for the development of education ;
- (ii) schemes for the development of communications, improvement of living conditions, and provision of fuel and power ;
- (iii) schemes for the provision, extension, or development of services leading to economic betterment, such as the Agricultural, Veterinary and Forestry schemes.

At first progress in carrying out the Plan was severely delayed by shortage of equipment, materials and staff and it is estimated that only £13 million will have been spent by the end of the financial year 1949-50. Equipment and materials are now coming forward much more satisfactorily and, although difficulties in obtaining skilled staff are still acute, much better progress has recently been made in carrying out schemes under the Plan.

Since the Plan was first drawn up several new factors have arisen, the most important of which are that :

- (a) increased costs will make it necessary to cut out some schemes now included in the Plan if the total commitment is not to be exceeded ;

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\*See Appendix F for details of schemes initiated, or in progress during 1949.

- (b) public discussion and criticism have indicated changes which can and should be made in the Plan itself and in the priorities of the various schemes included in it.

It has therefore become necessary to re-cost and review the Plan, and it is proposed to do this in full consultation with all concerned. In particular the advice of the Regional Development Committees, on which there is strong Nigerian representation, will be sought. The intention is to complete the revision of the Plan before the beginning of the financial year, 1951-52. In the meantime there will be no interruption of work already being done under the existing Plan and every effort will be made to speed it up still further.

### *Organisation*

The formulation of major policy and the co-ordination of work on the various schemes are the responsibility of the Development Secretary, who is advised by the Regional Development Committees. The functions of the Regional Development Committees, are to assess within their respective Regions the relative merits and priority of proposals put forward by the Provincial Committees and to make appropriate recommendations to the Development Secretary.

### *Regional Development Boards*

Under the terms of the Regional Development Boards Ordinance, 1949, the number of schemes eligible for assistance has been greatly increased by the fact that the Regional Development Boards are not bound by the statutory limitation which prevented the former Nigeria Local Development Board from making loans to individual enterprises. The regionalisation of the Nigeria Local Development Board has undoubtedly led to an increased number of applications for financial assistance for development purposes, and there is every indication that the new Regional Boards are playing a highly important part in the development of the remoter areas of the country. (For further details see Appendix B).

## INDIVIDUAL SCHEMES

### *Agricultural Development*

At the experimental farms at Yola and Maiduguri, new buildings were completed and valuable work was done in connection with arable crops, livestock management and the production of silage. Progress was made with the buildings and supply of equipment at the Poultry Development Centre at Oyo, where approximately 1,345 chicks have been hatched monthly from Rhode Island Red stock imported from the United Kingdom. The Ogbomosho Farm School was opened in January, and erection of the farm buildings is almost complete; quarters for the second batch of students, who are to be admitted in January, 1950, have also been completed. The herd at the Stock Farm at Fashola in Oyo Province, which was started in 1946 with 73 cows and 20 bulls, has now increased to 230



animals, all of which are showing a high degree of resistance to local tsetse-borne diseases. Two mechanised farming experiments of note are being undertaken in Sokoto Province: the first of these, at Maru, is concerned with upland cultivation by tractors and has had a successful season; the second is concerned with the mechanical cultivation of rice in the Sokoto river-flood plain, where initial experiments have proved so successful that a major scheme requiring 50 tractors and capital expenditure of £136,000 has been approved. At Bida, in Niger Province, irrigation and survey work has gone on in the rice-growing areas. In the Plateau Province valuable experience has been gained from experiments in the technique of soil conservation. In the Eastern Provinces, liming and manure demonstrations were again carried out on a large scale and evoked considerable interest among farmers. At the Oil Palm Research Station near Benin, many buildings have now been completed and the construction of others is continuing; an international conference on oil palm research was held there in December, and experts from French, Belgian and Dutch Colonies were able to see the achievements of this institution.

#### *Veterinary Development*

The protective clearance of riverain vegetation along the main cattle-routes from the north to railheads and markets in the south has been planned as part of a scheme for tsetse-fly control; an application has recently been made for a grant from the Colonial Development and Welfare funds for this purpose. Work continues on the livestock improvement centres at Katsina and Birnin Kebbi, and the site for a new centre has been selected near Ado-Ekiti in the Ondo Province. Research into cattle disease and resistance to trypanosomiasis was carried on with success at Ilorin stock farm and at the N'dama cattle multiplication centre at Oyo. Inspection of hides and skins and instruction in methods of preparation have been intensified, and there has been a noticeable improvement in the production of hides.

#### *Forestry Development*

In the Northern Provinces a considerable area of new forest reserve has been acquired and the ground-work has been laid for a substantial increase in the extent of both the forest reserves and the communal forestry areas. The Anara timber exploitation scheme, of much potential importance to the wood-starved area of savannah forests near Kaduna, suffered a temporary setback when the power-unit operating the sawmill was seriously damaged; this scheme is still in an experimental stage, but with careful management it has good prospects for the future. In Sokoto Province the first experimental shipment of timber has been made from the Foge Island (Yauri Emirate) scheme. A vegetational survey has been carried out in Bornu Province with a view to producing charcoal as a source of power for the proposed electricity scheme at Maiduguri; for this

purpose, tests are being made of the calorific value of charcoal obtained from the plantations in the region. In the Eastern Region, the work of consolidation of reserves is giving valuable experience to forest assistants and other Junior Service staff trained at the forest school. In the Western Region, which contains the greatest part of the country's forest estate, the consolidation of several of the largest reserves was completed and field work on the consolidation of other important reserves was continued. In Ijebu Province an extension to the Akilla Plantation was surveyed and a nursery made to accommodate 80,000 plants.

### *Fisheries*

A survey of the creek and river fisheries in Warri Province has been carried out, and efforts have been made to encourage more sea-fishing. In the Rivers Province, a site for a fisheries office has been approved, and experimental fish-ponds and a pilot fish-curing plant are to be built. An excellent start has been made with the development of a deep-sea fishing industry at Calabar, where a fishermen's co-operative society has been formed. Exploratory fishing outside canoe range was undertaken off Victoria with a tug hired from the Cameroons Development Corporation, and much preliminary information was obtained which it is hoped to turn to good account when the 45 ft. motor trawler now on order is available. Experiments in fish-farming have been continued, and good results have been obtained from the culture of common Nigerian fishes of the Tilapia family in the trial ponds at Onikan, Lagos. Three experimental fish-ponds at the Rural Training Centre, Asaba, have been stocked and observations are being taken.

### *Development of Technical Education*

At the Technical Institute at Yaba and at the Trade Centres at Yaba and Kaduna, satisfactory building progress has been made, and there has been a general improvement in the delivery of workshop plant and equipment, and in the rate of recruitment of technical instructors. The instructional courses at the Technical Institute continue to be very popular, and further courses in civil and electrical engineering and in architecture are to be started as soon as lecturers in these subjects have been appointed. At Kaduna Trade Centre, three wood-working machines and one metal-working machine are now in use, and classes in bricklaying, carpentry and drawing continue to show progress and keenness. At Yaba Trade Centre, further accommodation has been provided for carpenters, bricklayers, cabinet-makers, motor-mechanics and general fitters, and recruitment has taken place from a wide area including some of the larger towns of the Western Provinces.

### *Nigerian College of Arts, Science and Technology*

Following on the report of the Inter-University Council Delegation of 1946-47, which recommended the establishment of "Regional

Colleges " in West Africa, Mr. W. H. Thorp and Dr. F. J. Harlow were commissioned to advise on the formation of one or more of these colleges in Nigeria. The Thorp-Harlow report on " A Technical College Organisation for Nigeria ", published in 1949, discarded the name " Regional College " and recommended the formation of a Nigerian College of Arts, Science and Technology with branches in Ibadan, Zaria and Enugu. It is proposed that the college shall be complementary to the existing University College ; its aim will be to provide courses in higher technical and commercial education, and professional training for teachers, welfare workers, engineers, agriculturists, etc. In addition, the college will participate in schemes of adult education and, pending further developments in secondary education, will provide general education at higher-certificate level. These proposals have been accepted in principle by the Nigerian Government, which has already appointed Mr. W. H. Thorp as principal-designate of the college and made provision for the survey of the site chosen for the Ibadan branch of the college. A final decision, however, has not yet been taken with regard to the number of branches and the financing of the college pending the revision and re-costing of the Ten-Year Development Plan, which it is hoped to complete before the beginning of the financial year 1951-52.

#### *Medical and Health Services*

The scheme provides for the organisation of hospital services, the mass treatment of epidemic and endemic diseases by mobile units, and the establishment of rural health centres. Despite shortage of staff, progress has been encouraging in several spheres. The medical field units in Benue, Plateau, Sokoto and Bornu Provinces played a most notable part in combating the severe epidemic of cerebro-spinal meningitis, which afflicted the more northerly provinces in the early months of the year. New hospitals at Akure, Shagamu and Onitsha are in an advanced stage of construction. The rural health centre buildings at Auchi and Ilare have been completed, and both centres are now open to the public. A Nurses Preliminary Training School was opened at Ibadan in April, with 20 pupils. A Loiasis Research Team, organised by Professor Gordon and Dr. Kershaw of the Colonial Medical Research Committee, is carrying out investigations at Kumba in the Cameroons and has already made very encouraging progress. Work on the construction of the Central Leprosy Unit at Oji River in Onitsha Province has made steady progress ; and a grant of £6,500 has been made by Government to the Church of Scotland Mission for the construction of a new hospital at the Itu Leper Colony in Calabar Province, to replace the old hospital which was destroyed by fire during the year ; satisfactory progress has also been made with the buildings at the new Leper Settlement at Isoba in the Rivers Province.

#### *Town Planning and Village Reconstruction*

The organisation of town planning is being undertaken through

Planning Authorities appointed under the Nigeria Town and Country Planning Ordinance, assisted by grants from development funds of up to 33½ per cent of the value of the work done in each case. The first of these town-planning schemes to be approved were two at Port Harcourt, known as the Hospital Road Extension and the Creek Road Extension respectively, for which grants from development funds and loans from the former Nigeria Local Development Board were received. Plans for a third scheme at Port Harcourt, to provide for the future expansion of port facilities, have been prepared and are now under consideration. A Planning Authority for Calabar was gazetted in June, 1949, and a planning scheme for the town is now under detailed consideration; already surveys have been carried out and a main road has been built through the Planning Area with development funds; rating assessment is making steady progress, and a total of nine rating districts (1,921 tenements) have been assessed during the year. At Enugu the plans of a site for a sports stadium, to be built with a grant from development funds, have been completed, and work has continued on the construction of roads and drains in the new Uwani layout, towards which a loan of £12,000 has been received from the Eastern Regional Development Board.

Grants for village reconstruction and communal amenities are made from development funds to the extent of 33½ per cent (formerly 10 per cent) of the cost of village projects voluntarily undertaken by the local inhabitants. This scheme presents an excellent opportunity for the people in rural areas to participate in the Development Plan in a practical and tangible form, and is providing a most welcome incentive to communal effort. Methods (and public response) vary from province to province, but generally good results are being achieved. In Sokoto Division, for example, two special rural development teams have been formed and trained to tour the districts, constructing with the help of local voluntary labour such amenities as market-stalls, well-tops, slaughter-slabs and wash-places; it is hoped that each team will be able to build three market-stalls or 15 well-tops a month.

In Kontagora, a proportion of these funds has been used in establishing a model settlement at Tungan Kaidabu. In the Western Ijaw Native Authority area, a creek has been cleared at Ojobo and fore-shore walls at Akugbene, Ogobri and Ojobo have been completed. Elsewhere work is progressing on numerous small schemes, covering market improvement and the construction of culverts and drains, village halls, reading-rooms and lorry-parks.

### *Electricity*

Delivery of plant and equipment has shown some improvement during the year, and despite an acute shortage of staff, progress has been made with a number of works and investigations. The low-tension mains in Jos have been extended, and an auxiliary diesel-engine has been installed and operated at Kaduna. At Port Harcourt

progress has been made with the installation of new equipment which will serve the needs of the township and of the planning areas already laid out. A new gas-producer plant has been installed in Calabar and is now in operation. The distribution network at Victoria has been completed and a permanent electricity supply has been available there since April. The first street-lights in Enugu were switched-on on Christmas Eve, 1949. The site for the new Enugu power-station has been selected, and it is planned that this shall provide power not only for Enugu itself, but for towns within a radius of 60-70 miles, including eventually Onitsha, Umuahia and Abakaliki; indents for the boilers and generators have been dispatched to the United Kingdom.

### *Rural Water Supplies*

Despite the shortage of staff and equipment, substantial progress was made during the year with the well-sinking programme. In the Northern Provinces 605 wells were completed and 3,960 ft. of bore-hole drilling was done. From the Eastern and Western Provinces and the Colony districts have come reports of the widespread popularity of the rural water supplies scheme and of continued good progress being made with the construction of wells and underground water-tanks.

### *Urban Water Supplies*

Progress has been made with several individual urban water-supply schemes despite the continued shortage of staff and the delay in the supply of materials. Work on the Ilorin water-supply scheme was begun at the end of October, and the building of quarters, stores, shops and access-road is nearly finished. At Minna, where formerly water was a scarce and expensive commodity, one of the best pipe-borne supplies in the country has been installed; the Bosso dam, five miles from the town, is now practically complete, and the people of Minna have been supplied with water from it since 1st November, 1949. At Abakaliki, construction of the treatment-plant is progressing and the filter-beds and upsurge-tanks have been completed. At Onitsha, two new pumps have arrived and the construction of a new high-level reservoir is progressing satisfactorily. The Native Authorities of Ilesha, Oshogbo and Ede have accepted the financial proposals for the schemes proposed in these towns; and investigations into the extensions of the Oyo and Ogbomosho waterworks are continuing. At Ibadan the spillway has been raised, thus increasing the capacity of the reservoir by one-third.

### *Textile Development*

Three textile centres in the Western Provinces are now in operation, which completes the building programme in that Region; each centre has taken its full quota of trainees and each has a waiting-list of applicants. At the Provincial Textile Centre in Sokoto, the first full course in weaving is in progress and great keenness is being

shown by the pupils in residence. Demonstrations of spinning and weaving continue to be valuable in carrying the work of existing centres to remote areas, and those given during the year were well attended by both craftsmen and the general public. Research work on the improvement of looms and on simplified methods of spinning cotton has been carried out at the Oyo and Ado centres. The main item of the year's research, however, has been carried out by the Fibre Officer and has been concerned with the utilisation of fibres belonging to the jute class. A survey of the production areas of a series of fibres has shown that there are valuable textile fibres in Nigeria, other than cotton, which are capable of a more extensive cultivation and are useful for a variety of purposes. It might be possible to start a valuable light industry for the making of produce bags, hessians and similar cloths, ropes, twines and cordage, matting and possibly paper. The investigation continues and has been expanded to include an examination of coir fibre.

#### *West African Institute for Trypanosomiasis Research*

The cost of the West African Institute for Trypanosomiasis Research is shared by the Colonial Development and Welfare vote (two-thirds) and by the four West African Governments (one-third). The Director was appointed on 1st September, 1947, and has spent his time in establishing the two main branches of the Institute at Kaduna and Vom and the small sub-station at Katabu, 14 miles from Kaduna, which has served as the Institute's research centre pending completion of the laboratories at Kaduna and Vom. Of the three essential factors in establishing the Institute—personnel, building and equipment—the building programme alone is behind schedule though encouraging progress has been made during the second half of 1949. Some valuable research work has already been done at Katabu, but a number of important projects, including therapeutic trials with the drug antrycide, must await the completion of the laboratory buildings at Vom.

#### *Development Officers*

A part of the work under the Plan is being supervised by Development Officers, of whom at the end of the year there were 90 recruited out of an approved establishment of 100. Of these, 32 were posted to the Northern Provinces for duties covering resettlement schemes, agricultural development, roads, land reclamation, and native treasuries; 18 served in the Eastern Provinces and were concerned with town planning, roads, soil conservation and raffia development; 18 worked in the Western Provinces on roads, oil palm research, town planning, and textile development, and the rest were assigned to various departments.

## PART II

### Chapter I: Population

No general census has been undertaken throughout Nigeria since April, 1931, when the population was estimated at 19,928,171 inclusive of natives of Nigeria, native foreigners, and non-natives. Estimates of a varying degree of accuracy can be made from annual returns of tax-payers, although such returns have only a limited value as guides to population trends, if only for the reason that women are not subject to direct taxation over many parts of the territory, so that their number, as well as that of children over large areas, can only be estimated roughly. The native population of Nigeria is certainly increasing, and figures for the Northern Provinces, based on the annual tax count, showed an increase of nearly 3 per cent over the figures for 1947, even leaving out of account the nomadic Fulani cattle owners. An estimated total figure for Nigeria in the last pre-war year was 20,588,840, and an estimate prepared for 1948 by the Department of Statistics gave a figure of 24,070,000 for Nigeria, with 1,005,000 for the Cameroons.

The predominant type in the population of Nigeria is that of the "West Coast Negro". As might be expected, this is to be found with greatest uniformity and least dilution in the heavily timbered country of the south-east, where overland migration has always been difficult and unattractive. In the north and west other stocks have mingled with the substratum, and in some regions overlaid it—if, indeed, it was originally present there. The Fulani and Shuwa Arab, for example—the former widely but thinly distributed north of the forest zone, the latter practically confined (in Nigeria) to the neighbourhood of Lake Chad—represent types very far removed from the Negro, and may be roughly described as "Mediterranean" and "Semitic" respectively. There are many conflicting theories as to the origin of the Fulani, and all that is certainly known is that their ancestors spread westwards between the desert and the forest, reaching Bornu from Melle in the fourteenth century, and that they are to be found today in scattered communities over the whole of the Western Sudan, from Cape Verde to the Kordofan. Between the extremes represented by pure Fulani, Arab and Tuareg on the one hand and the Forest Ibo on the other, there exists a great variety of physical type, language and culture, the result of long and extensive intermingling of immigrant stocks, such as Berber, Bantu and Nilotic Negro, and in all but a few areas it is impossible to draw definite lines of ethnic demarcation.

The term "tribe" is highly misleading as applied to the peoples of Nigeria, inasmuch as most of the groups on which it is commonly conferred lack both self-consciousness and political focus as such, and often include a considerable diversity of ancestral stocks. For

descriptive purposes, however, it has been customary to list certain major groups, in most of which the distinguishing characteristic is language ; some of these are localised, and in a few there is physical homogeneity and belief in a single derivation. But neither political nor ethnic ideas should in general be attached to such categories, for in Nigeria, scientific ethnography is possible only as a product of the closest study and correlation of local histories, traditions and culture, and language is often fallacious as a guide to racial affinities. The strength of the four main linguistic groups as shown by the 1931 census was : Hausa, 3,604,016 ; Ibo, 3,172,789 ; Yoruba, 3,166,154 and Fulani, 2,025,189. Four other groups—the Kanuri, the Ibibio, the Tiv and the Edo—showed census figures varying between 1,000,000 and 500,000, whilst the number of Nupe was shown as 326,017 and that of Ijaw as 156,324.

The Hausa are simply a linguistic group, consisting of those who speak the Hausa language as their mother tongue and do not claim Fulani descent, and include a wide variety of stocks and physical types ; the greater part of this group is found in the northern emirates. The Fulani are intermingled with the Hausa and include all who claim descent (often only in the male line) from the true Fulani stock, which is today preserved only amongst the nomadic herdsmen (" Cow Fulani ") and a minority of settled communities which have escaped inter-marriage with the indigenous people. A majority of those listed as Fulani speak the Hausa, not the Fulani, language as the mother tongue. The Kanuri, largely localised in the Chad basin, are a linguistic group, but have more physical homogeneity than either of the two already mentioned, and a political focus in the ancient kingdom of Bornu. The Tiv may properly be termed a " tribe ", for they form an almost solid block occupying a limited region on the lower Benue, have a conspicuous uniformity of language and physique and believe themselves to represent a fairly recent immigration from the south-east ; moreover, they possess the germ of political unity, which is being sedulously fostered under their present administration. The Nupe are partially localised in the valley of the River Niger above its confluence with the Benue, and, like the Hausa, are a linguistic group including various stocks and dialects and, since the Fulani conquest, divided amongst a considerable number of states.

The remaining groups, all linguistic, belong to the Southern Provinces, except a considerable minority of the Yoruba resident in the south-western part of the Northern Provinces. Edo (or " Idu ") is the native name for Benin, and has been applied to those who speak the language of that place, the seat of a powerful dynasty which has at one period or another dominated most of the " Edo-speaking people " or their ancestors. None of the other groups mentioned preserves any recent tradition of political unity, and both Ibo and Yoruba, especially the former, include a diversity of physical types, while many Ibo dialects differ so much amongst themselves as



to be practically distinct languages. Yoruba, however, is spoken with some uniformity throughout the ancient kingdoms of the south-west, and with the spread of literacy is developing a literature of its own. The Ibo-speaking peoples form an extensive and fairly solid block immediately to the east of the lower course of the Niger, but, like their neighbours, the Ijaw on the south-west and the Ibibio on the south-east, seem never to have developed any political organisation higher than that of the town or small group of villages.

In addition to the ten listed above, there is a very large number of minor linguistic groups, some comprising tens of thousands of individuals, others limited to single villages. These together account for the balance of 4,683,044 (1931 census) not included in the ten main divisions of the population. Many of these minor groups still vigorously preserve their distinctive languages and customs, but with improved communications there is a growing tendency towards assimilation, particularly in the north by reason of the spread of Islam and the Hausa language. Throughout the greater part of the Northern Provinces, Hausa is the language of the markets and trade routes, and, like Swahili in East Africa, but to a more limited extent, is becoming the *lingua franca* of that region.

Whilst the registration of vital statistics is compulsory in certain townships in the Protectorate, and is also undertaken with varying success in a number of Native Administrations in both the Northern and Western Provinces, a fair standard of accuracy has been attained so far only in Lagos where registration has been in operation since 1867. The available Lagos figures indicate that between the two wars a fall of the death-rate has taken place from 30 per 1,000 to 20 per 1,000, whilst the birth-rate has remained fairly constant at about 24 per 1,000. Infantile mortality fell during the same period from 285 to 123 per 1,000 live births and the percentage of still to live births fell from 5.6 to 3.4.

The only important general population trend which has taken place during the war years has been a steady drift to Lagos and Ibadan and to certain other towns, particularly in the Western Provinces. This was accentuated by heavy demands for labour on military works, but the main reason is undoubtedly the attraction of higher wages and increased social amenities in the towns with which, owing to improved communications, the peasant is now becoming increasingly familiar.

There have been no large scale movements of population reported in 1949. In Plateau Province, the movement from the worked-out land on or near the hills continues, urged on by the pressure of increased population, though many chiefs are unwilling to agree to their people leaving their jurisdiction. In Northern Adamawa, there is a steady movement down to the more fertile plains, but much patience is necessary before some of the hill tribes in the southern half of that Province can be encouraged to leave their

## OCCUPATIONS, WAGES AND LABOUR ORGANISATION 19

barren hills. In Benue Province there appears to be a steady movement of population from the Plateau Province and there is also an inward move of Ibos from Ogoja Province.

The population of the main towns has been estimated as follows :

Colony.	Lagos	250,000
Northern Provinces	Kano	101,280
	Ilorin	53,450
	Maiduguri	43,330
Western Provinces	Ibadan	335,500
	Iwo	86,000
	Ogbomosho	84,500
	Oyo	79,000
	Oshogbo	64,000
	Abeokuta	54,000
	Ede	51,000
	Iseyin	48,000
	Ife	45,000
Eastern Provinces	Onitsha	60,000
	Port Harcourt	45,000
	Enugu	40,000

## Chapter 2: Occupations, Wages and Labour Organisation

### OCCUPATIONS AND WAGES

The main occupations of the country are those connected with agriculture, including lumbering, rubber, palm-oil production, banana, groundnuts, cocoa and cotton growing. In addition there is a considerable amount of peasant farming undertaken on a "self-employed" basis. Tin, coal and gold mining industries also employ large labour forces. The practice of peasant farmers accepting employment in the tin mines and on the timber, rubber and palm-oil plantations for short periods in order to pay their local taxes still persists—a practice which renders difficult the task of assessing the strength of the labour force at any given time, and results in a large labour turnover. For instance, enquiries conducted in the Plateau tin mines area revealed that a total labour force of 30,000 workers was employed at any one time, but the actual number of workers who had been placed on the pay-roll during the year was nearly six times this number, i.e., 175,000. These workers are non-indigenous to the minesfield and their main occupation is peasant farming to which they return for the greater part of the year, after they have obtained the necessary cash for taxes, cloth and such

other items as cannot be paid for by exchange and barter. Thus, a simple statement that 30,000 workers are employed in occupations relating to tin mining would present a false picture.

Regional Wage Committees have been established to advise on changes affecting wage-rates in their respective areas and a Standing Advisory Committee on Overtime continues to function in respect of government employees. In the main, the larger private employers follow the lead given by Government with regard to wages and conditions of service.

At present, returns relating to the number of workers employed are received from only a small proportion of employers, and in the majority of cases the information is unreliable and inaccurate. The approximate number of workers employed in various areas during 1949, is set out in the following table :

<i>Area</i>	<i>Ex-servicemen employed</i>	<i>Civilians employed</i>	<i>Total</i>
Northern Provinces	9,984	69,449	79,433
Eastern Provinces (including British Cameroons)	9,768	85,085	94,853
Western Provinces	13,034	155,160	168,194
Lagos and Colony	7,067	33,452	40,519
1949 Grand Total	39,853	343,146	382,999

These figures show an increase of 11,215 ex-servicemen, 99,384 civilians and a total increase of 110,599 workers employed compared with 1948.

Government continues to be the largest employer of labour in the country. Its wage rates are based on the report of a committee set up to recommend consolidated wage rates and cost-of-living allowances for employees not coming within the purview of the Harragin Commission. Labour is now, for wage purposes, divided into the three categories of general labour, special labour, and skilled artisans, and the country is divided into six geographical areas. Rates for the various categories are prescribed for the different areas, and were made retrospective to 1st January, 1946. Rates vary from 9d. to 2s. 11d. per day for general labour, and from 1s. 1d. to 3s. 6d. per day for special labour according to locality, while artisans receive from 4s. 6d. to 8s. per day according to grade, with various rates of increment.

The standard weekly hours of work vary from 34 for clerical workers to 45 for technical and industrial workers ; certain classes of workers in Government departments have a standard 44-hour week.

## OCCUPATIONS, WAGES AND LABOUR ORGANISATION

### COST OF LIVING

The continuous rise in prices of all imported merchandise and provisions during the war, coupled with representations made to Government by the Association of European Civil Servants of Nigeria, led in 1943, to an attempt to compute a cost-of-living index for the officials working in Nigeria whose homes were overseas. Difficulties were rapidly encountered by the investigating committee. In the case of married men, since the maintenance of two homes is involved, the cost of living in the United Kingdom had to be considered; and in the cases of both single and married men the cost of living in Nigeria varies enormously from station to station. If, in addition to officials of Government, a cost-of-living index for non-indigenous persons in general had been attempted, it would have been still more complicated by the different national characteristics, the wide range of incomes (£400 to £2,500 for officials and for non-officials in many cases much in excess of £2,500 per annum) and the variations in the social status of people accustomed from birth to very different standards of living. The investigating committee, on examining replies to a questionnaire circulated to Government officials ultimately found that it was impossible to produce accurate "weightings" of expenditure patterns, due to enormously varying interests, personal commitments and customary standards of the officials. It was, however, considered reasonable to deduce from the facts given that a single man in 1939 could live comfortably on £200—£300 a year, according to locality. It is estimated that the minimum cost of living in Lagos now for a single man is £375—£400 per annum.

There are no accurate available figures of the cost of living of local workers. The preparation of a cost-of-living index for the local workers of Nigeria has always been fraught with difficulties; the problem is indeed a complex one. The enormous area involved—some 370,000 square miles—the diverse types of peoples and their widely varying expenditure patterns, the different rates of prices according to the Department of Government, and the part of the country concerned, all combine to make the computation of an accurate index impossible without an elaborate programme of field work.

### LABOUR DEPARTMENT

The Commissioner of Labour is Government's principal adviser on all matters of labour policy, and is responsible for all the activities of the Department of Labour. He is assisted by a Deputy Commissioner. The functions of the department include the enforcement of labour legislation, the constant review of conditions of employment in all areas and occupations, the guidance of trade unions, the prevention of trade disputes and assistance in the orderly settlement of those disputes which cannot be prevented, and the operation of employment exchanges. Particular duties undertaken are the control of the recruitment of Nigerians for employment in foreign

territories and the protection of the interests of such Nigerians in those territories, trade testing, the training of the Department's staff and certain members of other Departments in labour matters, assessment of workmen's compensation claims in the case of Government employees, the production of the Department of Labour Quarterly Review, and special work in connection with wage fixing machinery and Labour Advisory Boards.

The Commissioner of Labour is also Chief Resettlement Officer, and, in this capacity is responsible for the administration of the Employment of Ex-servicemen Ordinance, 1945, and for ex-service resettlement schemes generally.

Labour Officers posted to outstations are generally responsible for all the Department's field work in their respective areas. Their chief duties are to secure the observance of labour legislation by inspection, to assist in the maintenance of good industrial relations, to collect and collate information and to give advice to employers and workers. They are assisted in this work by Assistant Labour Officers and Labour Inspectors, the latter being more particularly concerned with the enforcement of minimum wage legislation and the terms of the fair wages clause in public contracts. The Labour Officer at Fernando Po, who is also the British Vice-Consul in the territory, supervises the conditions under which Nigerian labourers recruited for work in the territory are employed. The conditions of employment are governed by a treaty negotiated between the Spanish authorities and the Nigerian Government in 1942.

Arrangements were begun during the year for merging the resettlement organisation with the employment exchanges. Labour Officers and Exchange Managers took over the duties formerly performed by Area Resettlement Officers. Some of the junior staff of the resettlement organisation were transferred to labour offices and employment exchanges to assist in the increasing work of these offices. A new register of ex-servicemen genuinely seeking employment was established, and by the end of the year it was possible to close a number of redundant registration offices.

In addition to their duties in connection with the resettlement of ex-servicemen, the Exchange Managers continued to organise and supervise the working of the four employment exchanges in Lagos, Ibadan, Sapele and Jos, and the school-leavers' registry at Enugu. Field registrations were undertaken by teams of registration clerks working under direct supervision of Assistant Exchange Managers.

Trade-testing facilities were provided in Lagos and in the provinces. The object of the tests is to assess the skill and knowledge of craftsmen, and thereby provide the employment exchanges and employers with reliable guides to the abilities of persons seeking employment.

During the year, a Labour Advisory Board began enquiries into the building and civil engineering trades in Lagos, and the timber industry in the Western Provinces. The rubber industry in Benin,

originally the subject of an enquiry in 1946, was again investigated, because of the changed conditions in the area. The recommendations of the Labour Advisory Board with regard to catering and ancillary trades, retail and ancillary trades and private domestic service in Lagos, which were submitted to the Government in 1948, were further examined in 1949. In the case of private domestic service, Government decided that legislation was inappropriate and, instead issued a code of minimum conditions recommended for voluntary adoption. Following the recommendations of the Board, legislation was enacted during the year fixing minimum wages and conditions of employment for stevedores and dock labour in the port of Lagos.

#### TRADE UNIONS

The trade union movement suffered several set-backs during the year. In early January, the Trades Union Congress was split and an opposing body was set up under the title of the Nigerian National Federation of Labour. Unavailing efforts were made to reconcile the two groups. A number of strikes took place in Government Departments, and details of these are given below. After little more than twelve months of operation, the two Junior Service Whitley Councils have broken down. In each case, the staff side, dissatisfied with the rate of progress and with the extent of the improvements in conditions secured, withdrew from Council meetings.

Owing to the split in the trade union movement the annual summer school for trade unionists was not held this year. Regional week-end schools were organised and well attended in Lagos, Ibadan (Western Provinces) and Enugu (Eastern Provinces). The Trade Union Officer began a course of twelve monthly lessons on trade unionism, on the same lines as that run by Ruskin College, Oxford, for colonial trade unionists. One hundred and fifty-four trade unionists are taking the course, representing 58 trade unions. During the year, every registered trade union in the country was supplied with illustrative examples of trade union accounts. A letter was also sent to each trade union, offering the assistance of the Trade Union Officer in operating an efficient method of keeping accounts. More than twenty unions have already taken advantage of the offer.

The tin-mining trade unions amalgamated in 1948, and were duly registered in 1949 as one trade union. A matter of importance and interest was an application from the tin-mining employers to register as an association. This is the first employers' organisation in the country to be registered as a trade union. There are seven registered unions catering for railway workers and there has been some discussion concerning the possibility of their amalgamation.

At present there are 129 registered unions, and the known membership (in some cases figures are incomplete) is 108,184. The division by occupations is as follows :—

<i>Occupation</i>	<i>Number of Unions</i>	<i>Membership</i>
Railways . . . . .	7	14,289
Printing . . . . .	5	699
Agriculture . . . . .	4	11,328
Transport . . . . .	11	2,209
Mining . . . . .	3	3,714
Domestic and Catering . . . . .	6	2,898
Postal Workers . . . . .	2	3,107
Building . . . . .	6	2,464
Tailoring . . . . .	2	178
Woodworkers . . . . .	12	1,407
Shipping and Dockworkers . . . . .	11	5,568
Professional . . . . .	9	26,858
Engineering . . . . .	10	1,177
Commercial . . . . .	22	2,967
Banking and Insurance . . . . .	3	235
General . . . . .	16	29,086

The major unions are the Railway Workers' Union (membership 11,025), the Cameroons Development Corporation Workers' Union (10,850), the Nigeria Union of Teachers (21,105), and the Amalgamated Union of United Africa Company Workers (18,249).

#### LABOUR DISPUTES

Most of the disputes that occurred were resolved by negotiations between employers and employees, and in one case there was resort to arbitration.

Of the 70 industrial disputes which occurred during the year, 36 led to strike action involving some 46,698 workers. The four longest strikes lasted for periods varying from 27 to 30 days while the others were of a few hours to 18 days duration, the average being 6 days. Approximately 500,000 man-days were lost by these stoppages. Further details regarding the strikes are given below.

Because of the events incidental to them, and not necessarily because of their nature and extent, the four disputes noted below are particularly significant :

- (i) Public Utility Technical and General Workers' Union, Kaduna Branch, and the Public Works Department. Some 300 employees of the Public Works Department, Kaduna, demanded a 100 per cent increase in wages. They stopped work on 7th February, 1949, and rejected the offer of an

increase of 2d. per day. The strikers resorted to picketing and molestation of their co-workers who were not on strike; the police were called in to maintain order. One striker, in an attempt to escape from arrest, jumped from a moving police-van and sustained fatal injuries. A special committee, representative of the interests concerned, investigated the causes and circumstances of the dispute, and the men returned to work pending investigation of their complaints by a special committee.

- (ii) The Railway Station Staff Union and the Nigerian Railway Administration. This dispute was caused largely by the dissatisfaction of the Nigerian Railway Station Staff Union with the results of one of the arbitrations of last year. The union called a country-wide strike which paralysed the whole railway system from 17th to 20th July. The strike was called off, however, and work was resumed on 21st July, 1949. At the negotiations which followed, agreement was reached on many points, but the union was disappointed at the Railway Administration's refusal to discuss nine points in the arbitration award with which they were dissatisfied. Following a broadcast on the labour situation by the Acting Governor on 26th July, a Commission of Enquiry, popularly known as "the Brooke Commission", was appointed on 11th August, with the following terms of reference:
- (1) To investigate the causes and circumstances of the existing unsatisfactory labour situation on the Railway;
  - (2) To review the existing machinery for settlement of trade disputes and for the removal of grievances on the Railway; and
  - (3) To make recommendations on both the above matters.

The members of the Commission were:

N. J. Brooke, Esq. (*Chairman*)  
 H. F. Pallant, Esq.  
 Hon. Mallam Bello Kano  
 Rev. S. I. Kale  
 L. P. Ojukwu, Esq.

The Railway unions represented by the Nigerian Union of Railwaymen (Federated) objected to two of the African members of the Commission and suggested two substitutes. Government, however, refused to change the membership. As a form of protest the union staged a 24-hour strike of railway workers in Lagos. That did not however, produce the desired effect and the union finally refused to give evidence before the Commission.



- (iii) The Cameroons Development Corporation Workers' Union and the Cameroons Development Corporation. The numerical strength of workers involved in this dispute, and the duration of the strike that began on 7th November, give it some prominence. The union, representing some 17,000 workers in the Cameroons, demanded increases in wages (notably from rs. 6d. to 2s. 6d. per day for general labour) and the removal from office of an administrative manager. After considerable efforts in conciliation, the strike was called off and work resumed on 4th December. Various wage increases were given, and arrangements made for additional supplies of essential commodities.
- (iv) The Colliery Workers' Union and the Colliery Department. This dispute arose from a rumour that payment of a large sum of arrears of wages due to the workers was held up by the management of the Colliery Department. In an endeavour to force the management to grant their demand for higher wages and payment of the alleged arrears, the miners resorted to "go-slow" tactics. The management felt compelled to dismiss some 250 workers, mainly hewers who had had previous and final warnings. The situation deteriorated and the police who were called in to remove explosives from the mines, clashed with the miners, with the results already noted in Part I, page 5.

#### LABOUR LEGISLATION

A careful examination has been made of the Workmen's Compensation Ordinance (No. 51 of 1941) so as to bring its provisions into line with modern standards. Rules have been promulgated governing the activities of Labour Advisory Boards, and Orders-in-Council were made fixing minimum wages and conditions of employment for stevedores and dock labourers in the port of Lagos, and imposing further restrictions on the employment of women and young persons in the printing trade. The registration of industrial workers is now controlled in Lagos, and the Benin, Warri, and Plateau Provinces.

Arrangements made between the Governor and the Governor-General of French Equatorial Africa, governing the employment of Nigerian labourers in forestry and industrial operations in the Gabon, were also published. The arrangements were based on the provisions of the treaty governing the employment of Nigerians in the Spanish Colony of Fernando Po.

### Chapter 3: Public Finance and Taxation

#### REVENUE AND EXPENDITURE

As this report was compiled before the close of the 1949-50 financial year, the detailed information given in this Chapter relates to the

fiscal year 1948-49. In accordance with the 1946 constitution which (save in so far as the financial provisions were concerned) came into effect on 1st January, 1947, Nigerian finance is "regionalised". This was first put into effect in the financial year 1948-49, and has now been in operation for well over a full year. Although difficulties have been encountered in finding an equitable method of allocating funds to the regions, regional finance has worked smoothly in practice and, regionalisation has clearly come to stay.

The financial details had been previously worked out and were based on Sir Sydney Phillipson's Report on Administrative and Financial Procedure under the New Constitution, 1947. Briefly, Government revenue collected throughout Nigeria accrues to the central Government. Block allocations are then made to the three regions. As regards local government finance Native Authorities are allowed to retain the direct taxes collected by them, except for a share fixed under the Direct Taxation (Amendment) Ordinance, 1948, which accrues to central revenue declared regional. Each of the three regions arranges and controls the expenditure of revenues voted to it and prepares a regional budget which is considered by the Regional House or Houses, and then submitted for the approval of the Governor. Services and works which by their nature are more properly and advantageously made subject to local control are provided for in the regional estimates, while services and works, such as Posts and Telegraphs, Customs, Railways, etc., which by their nature demand a direct and unitary control throughout Nigeria, are a charge upon Nigerian (i.e., central) estimates. Certain heads of expenditure have thus been classified as regional, and regional services and works under these heads were provided for in 1949-50 under Regional Estimates. Nigerian services and works under these regionalised heads, and all services and works under other heads were borne on the Nigerian estimates.

Since the Regional Houses have no power to appropriate revenue, there was made available to each of the Regions, by means of votes of the Central Legislative Council included in the Estimates of Nigeria, an allocation of revenue. From total local revenue for 1949-50 (excluding Colonial Development and Welfare grants) of £26,799,120, the following allocations were made to the regions (excluding grants for regional services and works comprised within the Ten-Year Plan of Development and Welfare) :

Northern Region	.	.	.	£2,704,400
Western Region	.	.	.	£1,938,200
Eastern Region	.	.	.	£2,494,200
				<hr/>
				£7,136,800

During the financial years 1948-49 and 1949-50, the comparative statements of revenue and expenditure, which are published monthly in the *Nigeria Gazette*, continued to reflect all Government expendi-

ture, including such expenditure as has since become a regional liability. Total revenue and expenditure (including Colonial Development and Welfare grants and payments) during 1948-49, amounted to £23,811,381 and £23,898,427 respectively, the latter figure including a transfer to the Supplementary Sinking Fund of £1,550,000. The increases which have taken place in both revenue and expenditure in recent years reflect the increased cost of public services and the higher rates of direct and indirect taxation which it has been necessary to impose in order to provide for this increased cost.

In 1948-49, as in previous years, the bulk of the local revenue accrued from import, export and excise duties which provided some 57 per cent of the revenue. Direct taxes, which have also shown increases in recent years (see Appendix D) provided 17 per cent of the revenue. Interest, largely contributed by the Railway in respect of capital works expenditure financed from Nigerian loan and general funds, provided 4 per cent of the revenue, and the balance was made up of such items as licences, mining royalties, harbour dues, fees of court or office and earnings of Government departments. A useful and unexpected accretion to revenue was the Nigerian share of the profits of the West African Currency Board, amounting to £210,284, in 1948-49.

Expenditure on certain public services in recent years is shown in Appendix E. £1,810,381 was received from the Imperial Government for development schemes under the Colonial Development and Welfare Act, in 1948-49.

#### PUBLIC DEBT.

All Nigerian loans, other than the local loan floated in 1946, are quoted on the London Stock Exchange. Those outstanding at 31st December, 1949, are listed below :

<i>Amount Outstanding</i>	<i>Description of Stock</i>
£	
4,263,373	Nigeria 5% Inscribed Stock 1950-60
4,188,000	" 3% " " 1955
5,700,000	" 4% " " 1963
300,000	" (local) 3½% Registered Stock 1956-61
1,250,000	" 2½% Inscribed Stock 1966-71
1,410,285	" 3% " " 1975-77

At the end of 1949 the Nigeria 6 per cent Loan 1949-79 of £6,363,226 reached maturity, and it was decided to redeem this loan at the earliest opportunity, in order to take advantage of the favourable conditions then obtaining on the London money market for conversion. Of the total of £6,363,226, the amount redeemed in cash was £4,952,941, while the balance of £1,410,285 was converted to 3 per cent 1975-77 stock at par.

The annual charges for the service of the Public Debt on account of interest and statutory sinking funds in 1948-49 amounted to £1,190,829, roughly 5 per cent of total ordinary revenue.

## ASSETS AND LIABILITIES

The balance sheet at 31st March, 1949, showed an excess of assets over liabilities of £9,016,907, and a Revenue Equalisation Fund of £2,309,178 and a Supplementary Sinking Fund of £3,686,772.

## DIRECT TAXATION

Two forms of direct taxation are in force : income tax and general tax. The Income Tax Ordinance provides for payment of a graduated income tax by non-Africans throughout Nigeria, and Africans in the Township of Lagos ; and a flat rate by all companies. The rates in force during 1948-49 were the same as for 1947-48, viz:

<i>Chargeable Income</i>	<i>Rate of Tax</i>	
	<i>s.</i>	<i>d.</i>
For every pound of the first £200 . . .		4½
"      "      "      next £200 . . .		9
"      "      "      "      £200 . . .	I	1½
"      "      "      "      £200 . . .	I	6
"      "      "      "      £400 . . .	3	0
"      "      "      "      £800 . . .	4	6
"      "      "      "      £1,000 . . .	6	0
"      "      "      "      £1,000 . . .	7	6
"      "      "      "      £1,000 . . .	9	0
"      "      "      "      £5,000 . . .	II	3
"      "      "      "      exceeding £10,000 . . .	15	0

There are special rates for incomes which do not exceed £50.

X In order to avoid double taxation of profits arising from trade effected by United Kingdom firms between Nigeria and the United Kingdom, an agreement has been concluded between the two countries under which the latter levies income tax on profits arising from merchandise exported to Nigeria by United Kingdom firms, leaving the former to tax profits arising from sales of local produce abroad accruing to United Kingdom firms.

The yield from income tax has increased progressively since its introduction in 1940, the apparent decline in 1946-47 being due to the

fact that an exceptional amount of arrears was collected in 1945-46 :

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*Revenue Derived from Income Tax: Individuals and Companies*

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	£
1939-40 . . . . .	99,141
1944-45 . . . . .	1,370,714
1945-46 . . . . .	2,496,644
1946-47 . . . . .	2,004,721
1947-48 . . . . .	3,292,116
1948-49 . . . . .	3,484,018

---

Africans outside the Township of Lagos pay a general tax in accordance with various forms of assessment. Political, social, and economic conditions prevailing in each locality are so diverse that a variety of methods is unavoidable, ranging from the individual assessment of wealthy traders in large towns to a flat rate in backward areas.

There are in the Northern Provinces seven main methods of assessing general tax :

- (i) *Locally distributed Income Tax.* This is the most general method, being applied to perhaps nine-tenths of population. The unit of assessment is the village. As and when opportunity offers, Administrative Officers prepare detailed Assessment Reports, based on a close investigation of selected areas, in respect of the average yield per acre cultivated, market price of produce, annual value of livestock and earning capacity of tradesmen and craftsmen. A total income for the unit is computed from these statistics and a certain percentage (not exceeding 10 per cent) is fixed as the total tax payable by a unit. The village head is informed of the total tax assessment of his area and he apportions it, in consultation with his council of elders, according to the ability to pay of individual taxpayers.
- (ii) *Poll Tax.* In some backward areas, where the village headman is not equal to the responsible task of apportioning a total as between individual taxpayers, and where the differences in individual wealth are small, a flat rate is payable by every taxpayer.
- (iii) *Tax on Ascertainable Incomes.* The employees of Government, the Native Authorities and commercial firms who have

definitely ascertainable incomes are assessed at the following rates :

<i>Income</i>	<i>Rate of Tax</i>	
	<i>s.</i>	<i>d.</i>
For every pound from £1 to £72 . . .		4
For every pound from £73 to £400 . . .		6
For every pound from £401 to £700 . . .	1	0
For every pound from £701 to £1,000 . . .	1	6
For every pound from £1,001 to £2,000 . . .	2	0
For every pound from £2,001 to £3,000 . . .	3	0
For every pound from £3,001 to £4,000 . . .	4	0
Continuing with 1s. increase for each additional £1,000 of income up to a maximum rate of 15s.		

- (iv) *Wealthy Traders' Tax.* In all large towns a number of well-known wealthy traders are excluded from the ordinary census made for the purpose of assessing tax by method (i). Examination is made of the wealth of these individuals from year to year and their tax is individually assessed. The income of these traders, who do not keep books of accounts, is by no means easily ascertainable and it is for this reason that they are not classed for assessment under method (iii).
- (v) *Mines Labour Tax.* In mining areas where there is a large and to some extent shifting labour force, a tax of 4d. a month is payable by employees on wages of up to 4s. a week ; a tax of 6d. a month is payable by employees on wages over 4s. but not exceeding 7s. a week ; and clerks, artisans and headmen whose wages are more than 7s. a week are assessed under method (iii). This tax is collected by the mining company's paymaster at the time the labour is paid and is remitted by him to the district head concerned.
- (vi) *Strangers' Tax.* In areas where community assessments are made by method (i), strangers or immigrants not included in the annual census are assessed by the district or village head concerned according to their apparent wealth, the tax payable by them being additional to the amount of the original community assessment. In the areas in which (ii) is employed, they pay the poll tax.
- (vii) *Land Revenue Tax.* This is based on a detailed assessment of the average productivity per acre in each revenue survey district. Up to date it has been applied only to five densely populated districts in the neighbourhood of Kano City.

In the Western Provinces quite different arrangements prevail ; there are no community assessments, and broadly the system is one combining a flat rate with an income tax. The following types of tax are at present levied :

- (a) Flat rate
- (b) Income Tax
- (c) Trade Taxes (levied in the Oyo and Ijebu Provinces only)
- (d) Tax on unearned incomes (levied in the Oyo and Ijebu Provinces and in part of Abeokuta Province).

The flat rate varies from 7s. 6d. (certain small areas of Ondo Province) to 15s. (Ijebu Province and certain areas of the Abeokuta and Oyo Provinces). This is chargeable on annual income below a certain maximum (£24-£40) and is payable by all adult males. Income tax is payable by adult males whose incomes exceed the maximum at which flat rates cease to be payable.

The trade taxes still in force in the Oyo and Ijebu Provinces are payable, in addition to the flat rate, by persons engaged in certain trades, e.g., blacksmiths, goldsmiths, cattle dealers, etc. Rates differ as between trades. These taxes are now somewhat anomalous and in practice, especially in Ibadan, have almost ceased to exist, since all tradesmen who are assessed for income tax are exempted from the trade tax. In some parts of the Western Provinces a tax is also levied on unearned, that is investment income, such earnings not being included in the income which attracts an income tax. The rate of the tax on unearned income varies from 2½ to 4 per cent in Ijebu Province, to 5 per cent in the Oyo Province and to 10 per cent in the Egba Division of Abeokuta Province.

Rates of income tax are not uniform throughout the Western Provinces. Native Authorities, in order to solve their financial difficulties, or in order to provide additional amenities have sought approval for surcharges, varying from 12½ per cent to 37½ per cent in excess of standard rates, while in Abeokuta Province the Native Authorities have proposed their own rates of income tax which are considerably higher than those charged elsewhere. The methods of assessment are not uniform in detail throughout the Western Provinces, but the same principles apply everywhere and may be briefly described as follows :

- (i) Nominal rolls of all taxpayers are prepared and retained in the Native Administration tax office. These are revised annually and it is the duty of village and quarter heads to ensure that all the amendments are notified. The nominal rolls form the basis for computing the amount of flat rate of tax payable by each quarter or village.
- (ii) Assessment committees are appointed for each town or village group and are responsible for assessing individuals liable to pay income tax. A return of income is demanded from each

individual and forms the basis for assessment. Assessment committees also make such inquiries as they think fit regarding the traders, contractors and others not directly employed who carry on independent businesses.

In the Eastern Provinces, the system of assessment is similar to that in the Western Provinces to the extent that there are no community assessments and the flat rate and income tax are the two methods by which the Direct Taxation Ordinance is applied.

The majority of taxpayers pay a flat rate which varies from 4s. in certain areas of the Cameroons Province to 12s. in Onitsha Division of the Onitsha Province. In recent years, however, increasing emphasis has been laid on the need for progressive improvement in the number and accuracy of assessments on ascertained annual incomes. In making these individual assessments, the general practice is for assessment committees of the Native Authorities to furnish to the District Officer a list of persons whom they consider to be in receipt of ascertainable incomes which justify a rate greater than the flat rate. Only in rare cases is it the practice to call for written returns of income, and ascertainment of income and assessment proceed in accordance with such methods as commend themselves to the tax collection authorities or their assessment committees. The rates in force throughout the Eastern Provinces, during 1948 and 1949, were :

<i>Income</i>				<i>Rate of Tax</i>	
				<i>s.</i>	<i>d.</i>
For every pound of the first	£700	.	.	4	½
" " " next	£100	.	.	1	0
" " " "	£100	.	.	1	3
" " " "	£100	.	.	1	6
" " " "	£100	.	.	1	9
" " " "	£100	.	.	2	6
" " " "	£100	.	.	3	0
" " " "	£200	.	.	3	6
" " " "	£100	.	.	4	0
" " " "	£100	.	.	4	6
" " " "	£300	.	.	4	9

Payment of tax on ascertainable incomes begins at a figure of income at which 4½d. in the pound exceeds the flat rate.

#### *Collection of Direct Tax*

The Native Authorities of Nigeria arrange for the collection of direct tax. The chain of authority, characteristic of the northern system of native administration, and the fact that the most usual procedure is that of community assessment, makes the collection of



tax in the north a relatively simple and straightforward process. In the Eastern Provinces, the normal method of ensuring that each taxable male pays his tax is for the Native Authority to require the tax collectors, who, in the majority of cases are the persons whom each family puts forward as its representative for this purpose, to furnish a nominal roll of all taxable males in the family or other unit. These nominal rolls are checked by the Native Administration staff and submitted for the District Officer's approval, enquiries being made, often by a committee of the Native Authority appointed for the purpose, in cases where there is reason to suspect inaccuracies. When the rate is settled, the tax collector receives a demand note signed by the District Officer, requiring him to collect from a specified number of persons the tax at the basic rate. The collector then collects from each man in his roll and gives him a numbered receipt. The demand note normally contains the details of individual assessments of tax on the ascertained incomes within the family or other unit for which the collector is appointed. The arrangements in the Western Provinces for the collection of the flat rate tax are similar, although the collectors appointed by the collection authority are usually members of that authority. In the case of tax on individually assessed incomes, demand notes are issued to each individual liable to pay, and he then pays direct to the Native Administration tax office or to the local tax clerk. In certain districts, e.g., Abeokuta and Ibadan, income tax may be paid by instalments.

*Jangali*, a capitation tax on cattle belonging to nomad herdsmen, is levied almost entirely in the Northern Provinces.

The general tax is shared between the Government and the Native Administrations, the actual amounts accruing to Government during 1948-49 being £292,825. This sum is reallocated to Regional Revenues.

#### CUSTOMS TARIFF (SUMMARISED)

The First Schedule to the Customs Ordinance enumerates articles on which import and export duties are imposed, together with articles that may be imported free of duty. During the latter part of 1947 a Tariff Advisory Committee was inaugurated to consider the general framing of the Customs Tariff Schedules made under the Customs Ordinance.

Examples of rates in force on 1st April, 1949, are as follows :

##### *Import Duties*

Wearing apparel (shirts, singlets, boots, shoes and socks).	16½ per cent <i>ad valorem</i> or specific rates.
Bicycles . . . . .	15s. each.
Clocks and watches . . . . .	1s. 3d. each or 20 per cent <i>ad valorem</i> .
Motor cars . . . . .	10s. per 28 lb. net weight.
Motor lorries . . . . .	£6 5s. each.
Motor spirit . . . . .	10d. per gallon.
Toilet preparations . . . . .	66½ per cent <i>ad valorem</i> .

Brandy, gin, rum and whiskey	£3 18s. <i>od.</i> per gallon.
Other spirits	£3 18s. <i>od.</i> per gallon or 66½ per cent <i>ad valorem.</i>
Tobacco—unmanufactured	5s. 6 <i>d.</i> per pound.
Cigars	£1 per hundred.
Cigarettes	(i) not exceeding three pounds weight the thousand : £3 10s. <i>od.</i> the thousand.
	(ii) exceeding three pounds weight the thousand : £1 10s. <i>od.</i> the pound.

Exemptions from import duties include advertising matter, aircraft, goods imported by public hospitals and certain planning authorities, articles imported for the service of Government Departments and Native Administrations, mosquito nets and agricultural, mining, water-boring and industrial development machinery.

### Export Duties

At 1st April, 1949, the export duties in force were :

Cocoa	£6 per ton.
Palm kernel oil	£7 10s. <i>od.</i> per ton.
Palm kernels	£3 per ton.
Palm oil	£4 10s. <i>od.</i> per ton.
Tin	7s. 8 <i>d.</i> per ton.
Fresh bananas	3 <i>d.</i> per count bunch.
Dry bananas	2 <i>d.</i> per 10 lb.
Cattle hides	£18 per ton.
Sheep skins	£30 per ton.
Groundnuts	£3 6s. per ton.

### EXCISE DUTIES

These are levied on locally manufactured cigarettes and beer.

### LICENCES AND STAMP DUTIES

The total revenue derived from licences and stamp duties in 1948-49 amounted to £358,936, which included the following items :

Licences :	Arms and Ammunition	£ 4,644
	Boat and Canoe.	1,814
	Liquor	10,406
	Motor Vehicles and Drivers.	298,372
	Storage of Petroleum.	3,201
	Wireless	1,316
	Unclassified	4,557
Stamp Duties		33,493

## ESTATE DUTY

There is no estate duty in Nigeria, but *pro rata* charges are payable to the Administrator-General in respect of estates administered by him. Revenue derived from this source in the year 1948-49 amounted to £1,490.

## Chapter 4: Currency and Banking

The currency in circulation is a West African currency issued by the West African Currency Board in London on behalf of the four West African Colonies: Nigeria, Gold Coast, Sierra Leone and the Gambia. It consists of notes of 20-shilling and 10-shilling denominations; copper alloy coins of denominations florin, shilling and sixpence; nickel bronze coins of denomination threepence, penny, halfpence and tenth-penny. Notes, alloy coins and nickel bronze threepences are legal tender up to any amount: nickel pence, halfpence and tenth-pence are legal tender up to one shilling. The currency is interchangeable with sterling at par (subject to remittance charges). Currency is issued to the Bank of British West Africa or Barclays Bank (Dominion, Colonial and Overseas) as required, against payment to the West African Currency Board in London or against deposit of currency of equivalent value with the agents of the West African Currency Board in one of the West African Colonies.

The following statement shows the currency in circulation in Nigeria during the eleven years ended 31st March, 1949:

<i>Date</i>	<i>Notes</i>	<i>Alloy coin</i>	<i>Nickel-bronze coin</i>	<i>Total</i>
	£	£	£	£
31st March, 1939	250,000	4,732,894	873,643	5,856,537
" 1940	228,600	4,289,392	1,030,984	5,548,976
" 1941	287,558	4,588,590	1,183,557	6,059,705
" 1942	529,773	5,483,195	1,439,873	7,452,841
" 1943	1,440,851	8,377,909	1,590,333	11,409,093
" 1944	1,606,364	10,151,844	1,755,764	13,513,972
" 1945	2,276,198	11,207,947	1,901,964	15,386,109
" 1946	3,213,927	12,863,442	2,062,416	18,139,785
" 1947	4,696,430	16,512,093	2,220,490	23,429,013
" 1948	5,336,441	16,912,469	2,352,799	24,601,709
" 1949	8,241,070	21,016,731	2,514,640	31,772,441

The increases in circulation recorded above are attributable to the continued rise in the prices of primary products of the country (the price of cocoa doubled in 1948), and to the increase in wage

levels. The proportion of notes in circulation in Nigeria has increased from 4·3 per cent in March, 1939, to 26·2 per cent in March, 1949. The notes in circulation are mainly to be found in Lagos Colony and the Western Region. A substantial increase in the issue of notes has been noted in the Eastern Region, while the alloy shilling is still the most popular type of currency in the north.

The operation for the withdrawal of manillas in the Eastern Provinces ended on 31st March, 1949, and was outstandingly successful in every respect. The majority of the people in the areas concerned gave it full support and they and their Native Authorities are satisfied with the result. The final plan for this difficult operation was prepared with careful attention to detail and credit is due to the Administrative Service in preparing the people, and to the energetic work done by a number of Administrative and Treasury Officers in bringing it to a successful conclusion. The accounting, reception and disposal organisation was under the direct control of the Regional Treasurer. Approximately 32½ million manillas were withdrawn. Taking into account the sum of £152,000 obtained from the sale of the manillas for use as scrap metal, the net cost of the operation was about £284,000. The removal of this medium of exchange ends a local trading custom with a history of some four hundred years. The cost of the operation was a heavy charge on the revenue, but the economic benefits, which are permanent, resulting to the people of the areas affected, outweigh the sentimental and financial disadvantages. The manilla is now a museum piece, and it is satisfactory to record that not a single prosecution has been instituted under the provisions of the Manilla Prohibition Ordinance, which renders illegal the use of manillas as currency.

The main banks operating in Nigeria are :

*Bank of British West Africa Limited*

Branches at Lagos (2), Abeokuta, Calabar, Enugu, Ibadan, Jos, Kaduna, Kano, Maiduguri, Onitsha, Oshogbo, Port Harcourt, Sapele and Zaria.

*Barclays Bank (Dominion, Colonial and Overseas)*

Branches at Lagos, Ibadan, Ijebu-Ode, Jos, Kano, Port Harcourt, Victoria and Zaria.

*National Bank of Nigeria Limited*

Branches at Lagos, Agege, Abeokuta, Ibadan and Kano.

The two first-named are incorporated in the United Kingdom, the third being incorporated in Nigeria.

There is a Post Office Savings Bank organised on lines similar to those of the corresponding institution in the United Kingdom. It operates throughout the country and its business is conducted at 132 post offices.

## Chapter 5: Commerce

The volume of visible trade increased appreciably during 1949, and provisional figures show a total of £117,975,591 (excluding bullion, specie and currency notes). The figure for 1948 was £78,418,555 and that of 1947 £70,788,984. It is considered that the volume of trade in 1950 will not reach the 1949 figure which is the highest in the history of the country.

### IMPORTS

The provisional figure for the value of imports during the year is £57,464,776. This excludes bullion, specie and currency notes (£8,002,162) and is a considerable increase over last year's record total of £41,212,400. The 1947 figure was £32,465,682. The United Kingdom share in these imports maintained the 1948 level of 51 per cent, while that of the rest of the Commonwealth increased slightly from 7.5 per cent in 1948. The most notable increases were seen in imports from Japan (a five-fold increase to £7.4 million), Germany (almost doubled to £4.1 million), Italy (doubled to £2 million) and India (50 per cent). The necessity to restrict hard currency expenditure caused a 50 per cent drop in imports from the U.S.A. to a figure of £2.4 million, and a 16.51 per cent decrease in imports from Belgium.

Cotton-piece goods were, as usual, by far the largest item (£17.9 million) in the import trade, though they amounted to only 31 per cent of the total. In value they exceeded the 1948 figure by more than £5 million and the yardage imported was considerably in excess of requirements. The situation of an over-stocked market was further aggravated by a poor produce season for groundnuts and cocoa. The main sources of supply were Japan and Germany, and a large quantity of grey cloth from these two sources was imported after processing in the United Kingdom. As far as can be foreseen the demand for Japanese cloth will further continue during 1950 at the 1949 level.

In respect of other imported articles, the value of hollow-ware and iron and steel manufactures was nearly double the figure of 1948, and there was a notable increase also in the value of bicycles, private cars and motor chassis imports. On Government account £1.3 million worth of locomotives (including parts) were imported; this was double the 1948 figure.

The value of the major classes of imports are given in the following table with those of 1947 and 1948 for purposes of comparison :

<i>Articles</i>	1949 £	1948 £	1947 £
Cotton piece goods (excluding fents) . . . . .	17,889,861	12,368,240	9,993,753
Iron and steel manufactures . . . . .	4,672,125	2,589,284	2,180,311
Jute and jute products . . . . .	1,605,436	1,004,890	920,028
Locomotives (including parts) . . . . .	1,342,510	659,854	432,691
Bicycles . . . . .	1,060,600	859,440	402,663
Motor chassis . . . . .	996,137	753,322	472,371
Private cars . . . . .	857,304	657,056	620,906
Electrical apparatus . . . . .	762,394	704,629	386,327
Hollow-ware (other than buckets, pails and basins) . . . . .	623,157	329,526	360,698
Industrial machinery . . . . .	607,784	550,327	301,780
Footwear . . . . .	560,214	416,588	376,303

*Distribution of Imports.* There was a marked improvement during the year in the volume of certain imported goods which for some years had been in short supply. This improvement reduced considerably the evil practice of conditional selling which was enquired into by a commission in 1948. There were, however, local shortages of kerosene owing mainly to poor distributive arrangements, but some improvement is expected when the extension work at the Apapa Oil Wharf is completed during 1950. Generally, Norwegian stockfish continued to be the only item in seriously short supply.

In pursuance of Government policy to retain price control only where it is found to be essential, control was lifted on selling prices of all petroleum products, except petrol and kerosene, United Kingdom salt, caustic soda, sewing thread, corrugated iron sheets, sewing machines and cement. This was made possible by an improvement in supplies, and price control at the end of the year was only exercised in respect of American and Canadian light trucks, Norwegian stockfish, petrol, kerosene and certain brands of Scotch whiskey.

With the establishment during 1950 of a Trade Section in the Nigeria Office, London, it is hoped that a closer contact will be made with United Kingdom manufacturers and suppliers, and that there will be increased opportunities for small Nigerian merchants to enlarge their connections with this traditional and desired source of supply.

## EXPORTS

Exports were valued at £58,086,463 (excluding re-exports £2,424,352 and bullion and specie) compared with £35,898,321 (re-exports £1,307,834) in 1948 and £37,112,071 (re-exports £1,211,211) in 1947.

The Main Exports were:

		£
Cocoa	103,637 tons . . . . .	13,280,000
Palm kernels	375,835 „ . . . . .	12,323,000
Groundnuts	378,321 „ . . . . .	12,046,000
Palm oil	168,789 „ . . . . .	7,219,000
Tin ore	12,677 „ . . . . .	4,685,000
Hides and skins	10,071 „ . . . . .	3,841,000

One of the most outstanding developments in the economic field in Nigeria in 1949, was the successful establishment of three new Nigerian Marketing Boards for oil, oilseeds and cotton. These Boards—the Nigeria Groundnut Marketing Board, the Nigeria Oil Palm Produce Marketing Board and the Nigeria Cotton Marketing Board—came into statutory existence in April under arrangements similar to those of the Nigeria Cocoa Marketing Board, which was established in September, 1947.

The essential unity of purpose underlying all four Boards is emphasised by the facts that they have the same Chairman (Sir Sydney Phillipson, C.M.G., Commissioner on Special Duties) and a common official membership, and that for their day-to-day operations they use the Department of Marketing and Exports as their executive and the Nigerian Produce Marketing Company Limited as their selling organisation.

The prime purposes for which these Boards have been set up are, first, to ensure orderly marketing and maximum possible stability of prices for the produce which they handle; and, second, to provide funds for research and for use in the development of the producing industry and for the economic benefit of the people in the areas of production.

The new Boards' marketing arrangements, like those of the Nigeria Cocoa Marketing Board, followed closely the lines of the purchase schemes developed during the war years under the aegis of the West African Produce Control Board. The Boards make their purchases through duly appointed licensed buying agents. For each crop season (or marketing year in the case of palm produce), a basic buying price is fixed. Minimum buying prices at upcountry stations are determined by the deduction of transport costs from the basic price and these minimum buying prices are gazetted and widely published. Some variations from this main principle are worthy of note. A flat rate system operates in the case of cotton, benniseed and, to a certain extent, for Rivers Area groundnuts; under the Kano Area groundnut marketing scheme subsidies are paid at certain distant buying stations in order to prevent the buying price to the producer falling below a prescribed level.

These arrangements are designed to secure orderly marketing and give the producer the benefit of absolute price stability for a year or crop season. Within the limits set by the Boards, purchases are made under ordinary commercial arrangements. Competition amongst buying agents often results in the payment of more than the gazetted minimum buying prices—to the benefit of the producer.

As regards long-term price stability, the Boards' main task is to protect the producer against the worst effects of violent fluctuations in the overseas selling price. Their policy is to build up reserves in good years which, when bad years come, can be used to "cushion the fall" of prices. If they are successful in this great task they will have given not only security to the producer, but also a large measure of stability to the Nigerian economy as a whole.

During the year, the newly formed Marketing Boards for oil, oilseeds and cotton entered into three year contracts with the Ministry of Food and the Raw Cotton Commission. Under these contracts, the United Kingdom will purchase the whole of the Nigerian exportable surplus of groundnuts, benniseed, palm oil, palm kernels, cotton seed and cotton lint. The prices for each year or crop will be negotiated annually but the contracts specify minimum guaranteed prices for each year or crop. The conclusion of these important contracts makes easier the task of the new Boards in ensuring stability of prices over the next three years.

In view of the increased prices obtained from sales to the Ministry of Food, the Nigeria Groundnut Marketing Board and the Nigeria Oil Palm Produce Marketing Board were able to pay higher prices for groundnuts and benniseed in the 1949-50 season and for palm oil and palm kernels in 1949. The Nigeria Oil Palm Produce Marketing Board has since announced that the same prices as in 1949 will be paid in 1950 for oil palm produce. Coupled with this announcement was the warning that, with the downward trend of oil and oilseeds selling prices which is already apparent and likely to be continued, a reduction in the present level of Nigerian prices after 1950 could be expected.

In contrast to the new Boards, the Nigeria Cocoa Marketing Board has not been able to benefit from the security of bulk contracts but has to sell its cocoa on a fluctuating world market. The experience of the 1948-49 season gives a vivid example of how the Board acts as a stabilising influence. In October, 1948, the world market price for cocoa was about £200 per ton. By January, 1949, it had fallen to a good deal less than half that figure. Thanks to the operations of the Board, the Nigerian cocoa farmers—and indeed the economy of the whole cocoa-producing areas—were protected against the harmful effects of such violent fluctuations. The Board paid a basic price of £120 per ton for Grade 1 cocoa throughout the season. At the end of the season the Board had made a small profit, but during 1949 it had in fact subsidised Nigerian prices to the extent of £1,600,000.



In view of the fall in world market prices, the Board reduced its buying price to £100 per ton for Grade I cocoa in the year 1949-50 season—the minimum under the guarantee which the Nigeria Cocoa Marketing Board has given for this and the following season.

As a result of their price policies, the Boards are accumulating substantial reserves for use for price stabilisation purposes when world prices fall. In total these reserves amounted to over £40 million at the end of 1949.

The Nigeria Cocoa Marketing Board has continued its policy of paying artificially high premia for the higher grades of cocoa as an inducement to the farmer to improve the quality of his product. The results have fully justified the Board's action. The percentage of the total production represented by Grade I purchases, rose from 23 per cent in the 1946-47 season to 47 per cent in the 1947-48 season. In the 1948-49 season, 76 per cent was of Grade I quality. The Board has announced that, as from the opening of the 1950-51 season it will only purchase Grades I and II. This represents a remarkable achievement which has been noted with approval by cocoa consumers and on the world's cocoa markets.

The Nigeria Oil Palm Produce Marketing Board has followed the same policy with palm oil and in its 1950 marketing schemes is introducing further measures designed to improve the quality of Nigerian palm oil. The Board is fully aware of the need for such an improvement for, when world supply conditions again become normal, Nigerian palm oil will have to compete with the hitherto higher grade oil produced under plantation methods in the Congo and the East Indies.

## Chapter 6: Production

### AGRICULTURE

#### *Principal Agricultural Products*

The dry season was exceptionally severe and prolonged throughout the country, and in the northern belt in particular, rainfall during the growing season was consistently below average and uneven in distribution. In this area of the Northern Region yields of all crops were poor, and light grain harvests are reported. In the Western and Eastern Regions adequate late rains largely compensated for early season deficiencies and ensured a reasonable harvest, although in some localities maize and cassava were adversely affected by the lateness of the season.

*Groundnuts.* The total tonnages of purchases for export were as follows :

	1947-48 Season tons	1948-49 Season tons
Kano Area . . . .	315,000	315,000
Rivers Area . . . .	15,000	13,000
Total . . . .	<u>330,000</u>	<u>328,000</u>

After delays in the early part of the year through shortages of suitable rolling stock, the rate of railment of Kano groundnuts improved. In November, 1948, at the beginning of the 1948-49 season, 155,000 tons of the previous season's crop awaited railment at Kano and stocks of that crop were finally cleared in August, 1949. One hundred and thirty-six thousand tons of the 1948-49 crop were carried over at the beginning of the new season in November, 1949, and it was expected that all stocks, both old and new crop would be evacuated before the beginning of the 1950-51 season.

Only Kano Area groundnuts are subject to inspection, which takes place at time of railment. The standard is based on maximum allowance of impurities. The quality was satisfactory.

*Palm Oil.* Purchases for export in 1949 were on a higher level than in 1948, as the following approximate figures show :

1948	150,000 tons
1949	160,000 tons

In January, 1949, basic prices were increased as follows :

		<i>Naked ex-scale delivered Bulk Oil Plant per ton</i>					
		1948			1949		
		£	s.	d.	£	s.	d.
Grade	I . . . .	32	5	0	42	15	0
"	II . . . .	30	0	0	37	2	6
"	III . . . .	28	10	0	33	0	0
"	IV . . . .	27	7	6	29	12	6
"	V . . . .	26	5	0	26	5	0

It will be seen that the 1949 prices put larger premia on the higher grades. This policy, which is on the lines of that followed by the Nigeria Cocoa Marketing Board, was introduced by the Nigeria Oil Palm Produce Marketing Board as a greater inducement to the production of high quality oil. The produce inspection service test palm oil for impurities only ; grading, according to free fatty acid content, is carried out by the licensed buying agents.

*Palm Kernels.* The approximate total tonnage of palm kernels purchased for export during 1949 as compared with 1948 was as follows :

1948	355,000 tons
1949	360,000 tons

In January, the basic price was increased from £21 to £26 per ton (naked ex-scale port of shipment). There was a hold-up in marketing at this time in anticipation of the rise in price, with consequent heavy purchasing when the increase came into effect.

Evacuation to port and shipment proceeded smoothly throughout the year. Some difficulties were experienced at Opobo, where stocks accumulated owing to the silting up of the bar and the lack of suitable craft to transfer the kernels to Port Harcourt.

Palm kernels are subject to inspection for impurities and the quality throughout the year was satisfactory.

*Cocoa.* The total 1948-49 crop amounted to 107,000 tons as compared with 75,000 tons in the 1947-48 season.

The 1948-49 season was one of the most productive for many years; its most notable feature was the great improvement in quality. This was largely due to the Nigeria Cocoa Marketing Board's price policy of placing a substantial premium on the higher grades. The work of the produce inspection service also contributed materially to this improvement in quality.

During the year there was a marked drop in world prices for cocoa and, with the opening of the 1949-50 season on 23rd September, the revised producer prices already announced by the Nigeria Cocoa Marketing Board came into effect. The 1949-50 prices, as compared with the previous season's prices, are as follows:

		<i>Standard weight cocoa Main Crop per ton.</i>		<i>Light Crop Cocoa Per ton.</i>	
		1948-49	1949-50	1948-49	1949-50
Grade I	.	£120	£100	£115	£95
Grade II	.	115	95	110	90
Grade III	.	105	75	100	70
Grade IV	.	90	—	85	—

In pursuance of its policy for the improvement of the quality of Nigerian cocoa, the Nigeria Cocoa Marketing Board has ceased to purchase Grade IV cocoa and has announced that, after the present (1949-50) season, Grade III cocoa will not be purchased.

*Cotton.* During the 1948-49 cotton season 47,903 bales of 400 lb. were purchased and ginned for export compared with the previous year's total of 18,442 bales. Stimulated by the advance in price of seed cotton to 4d. per lb. payable at all markets a substantially increased acreage was sown in 1949 absorbing a record distribution of 7,576 tons of seed which represents an increase of 17 per cent over the previous year. Unfortunately the poor growing season is likely to result in reduced average yields and it is anticipated that the total crop will not greatly exceed 40,000 bales of 400 lb. each.

*Benniseed.* Planting of benniseed in Benue Province continues to expand as a result of the 1947 and 1948 increases in price, but it is anticipated that the 1949 increase in acreage will be largely offset by reduced yields. The total tonnage purchased in 1948 was 15,642 which is more than double the 7,669 tons bought the previous year. The price increased from £18 to £20 per ton flat rate for all buying stations during the year.

*Other Crops.* Rice cultivation continues to grow in popularity and in 1949 the crop yields were well above the average. In the Western Region an increased acreage of upland rice is reported, while in the Eastern Region special attention is being paid to the

exploitation of riverain floodlands and inland swamps. The production of potatoes, which suffered from fluctuations in demand in the immediate post-war period and later from overseas competition, is becoming stabilised. The cultivation of sunflower and soya beans is encouraged only where it does not compete with the long established export crop. Seventy hundredweights of sunflower seeds were distributed in the Niger, Kabba, Plateau and Ilorin Provinces and it is expected that some 60 tons of the 1949 crop will be purchased for export. The soya bean crop, mainly grown in Benue Province, is estimated at one thousand tons. The local sugar industry in the Northern Region continues to expand and production of "jaggery" was estimated at 4,700 tons in 1949 compared with the estimate of 2,700 tons for the previous year. Supplies of sugar crushers are now coming forward in reasonable quantity, and this will permit of further expansion of this flourishing industry. A further trial shipment of just over a ton of heat-treated *tetracarpidium conophorum* nuts were shipped during the year to the United Kingdom where investigations are being carried out to ascertain whether conophor oil can be exploited commercially as a substitute for linseed oil. The demand for locally grown tobacco for manufacture in the country increases steadily, and the Agricultural Department is co-operating closely with the British American Tobacco Company in extending cultivation and in improving the technique of curing. The increase in price of Grade I tobacco from 10½d. to 1s. per pound stimulated an increase in the acreage grown. Purchase of locally grown tobacco by the British American Tobacco Company from the 1949 crop is estimated at 800,000 pounds compared with 534,938 pounds from the 1948 crop.

*Research and Survey.* Research into the question of increasing the productivity of the land while maintaining soil fertility continued throughout the year. Investigations covered a wide field, including the value of fallow crops, organic manures, artificial manures and lime. The results of experimental work with artificial fertilisers in the Northern Provinces have been so successful that the Regional Production Development Board has decided to embark upon a major campaign to popularise the use of superphosphate throughout the region. The Board will finance, at a cost of £250,000, the free distribution of one thousand tons of fertiliser annually for a period of five years. Ten teams, under the direction of a Senior Administrative Officer, will operate in the region, carrying out intensive propaganda and supervising the distribution and application of these manures. Once a farmer is convinced of the spectacular increase in yields obtained from the use of artificial fertilisers, it is hoped that he will be prepared to purchase them for himself, and commercial supplies are, therefore, being organised. One of the main problems in the Eastern Region is the difficulty of convincing the great mass of farmers of the increase in yields resulting from the application to their crops of lime and imported fertilisers, even where

this has been fully proved by experiment. There was, however, a measure of co-operation from farmers in the propaganda campaign carried out during the year, and over 1,300 demonstration plots were laid out on farms and on school gardens. A scheme for the large-scale distribution of lime and fertilisers, for which the farmer would bear part cost, is now under consideration. A new limestone crushing plant has arrived in the Eastern Provinces and will be erected as soon as a suitable site has been selected.

Investigations into the technique of soil conservation have been continued with particular reference to the requirements of mechanised farming. With the expansion of the Engineering Branch it will be possible to create a sub-division of the branch for more extensive investigation of soil conservation, and the agricultural engineer will be able to devote all his time to the problems involved. Experiments with methods of reclaiming land affected by mining operations in Plateau Province, and in general conservation, have shown some promise, but progress in the carrying out of the protective measures so urgently required to preserve this land has been retarded by lack of local co-operation. Work on the control and prevention of gully formation continued at Agulu in the Eastern Provinces, and several villages have voluntarily carried out anti-erosion measures.

Irrigation surveys have been completed in the Niger Province and started in the Sokoto Province, and courses have been started at Bida and Sokoto to give assistants the necessary elementary knowledge of surveying required for the work.

Experimental work in connection with mechanical farming has continued throughout the year. Eight tractor unit farms were established in the Northern Provinces and some experimental work started in the Eastern and Western Regions. These tractor units are designed to evolve an economic system of mechanised farming suited to the area in which the unit is situated, and much valuable knowledge and experience have already been gained.

The experiments in Sokoto Province to test the possibilities of the mechanised cultivation of rice lands proved so successful that the Regional Production Development Board agreed to provide the capital equipment required for a major project of rice cultivation sponsored by the Sokoto Native Administrations. The scheme approved by the Production Development Board envisages the establishment of a number of tractor hiring units within the Emirates of Sokoto, Gwandu and Argungu for the purpose of assisting peasant cultivators to increase rice cultivation in the Rima and Sokoto river valleys. The capital cost of 50 tractors and ancillary equipment, totalling £136,000, will be borne by the Production Development Board over a period of three years, while recurrent costs and depreciation will be recovered as hiring charges from the cultivators making use of these services. Six crawler tractors with suitable implements and mobile maintenance workshops required to initiate the project have arrived and have started operations. Equipment

for a similar but much smaller project of rice cultivation is also being provided by the Board as a development of the resettlement scheme in the Shendam Division of Plateau Province.

Although considerably behind schedule, steady progress was made with the building programme on the Oil Palm Research Station at Benin. During the year construction of the physiology laboratory started along with the erection of offices and numerous quarters for staff and labour, and the construction of the pathology and chemical laboratories is nearing completion. The sub-station near Abak in Calabar Province, extending to 400 acres, was formally acquired by Government in August, 1949, and preparations are well in hand to start investigations under the typical conditions of the main palm belt. The systematic recording yields of these palm groves has begun and similar work was continued in typical farmers' groves. The Agricultural Survey in the Nung Edoe palm-growing area of Uyo Division continued and has already yielded valuable information.

Research and breeding work on both the main export and food crops of major importance has been continued. The plant-breeding division of the Oil Palm Research Station resumed the study of inheritance with regard to the economic factors of the oil palm. A start was also made in the testing of the many pisfera palms, a type required as male parent in cross-breeding work with thick shelled varieties. The quantity of controlled pollinated seed produced from selected high-yielding parents for distribution to the extension nurseries in 1949 was over 600,000 lb., while open pollinated seed from an area of high-yielding trees was retained to ensure that all demands for seed can be satisfied.

The secondment by the Empire Cotton Growing Corporation of a plant breeder and an entomologist has enabled cotton-breeding research in the north to be intensified. The excellent performance of the botanist's selection 26 C, reported upon last year, has been maintained and the rate of multiplication has been stepped up by the use of artificial manures in the early stages.

Work on cocoa has included the rapid multiplication of a selected type of Nigerian cocoa in order to provide future supplies of seed of good quality for cocoa-farmers. Trials of cocoa varieties introduced in recent years from other countries have been continued and one from Trinidad, Imperial College Selection No. 1, has begun to attract attention. The introduction of promising types of cocoa from South and Central America through the West African Cocoa Research Institute has been continued. In July, 1948, the policy of cutting out cocoa trees infected with swollen shoot disease was seriously challenged and for a period of about eight months both the Cocoa Survey and all control measures were suspended. As soon as work could be resumed, a reconnaissance survey of the affected areas was made in order to determine the extent to which infection had increased. The result of this survey indicated that the incidence

of the disease was more widespread than had previously been suspected, and it was clear that urgent and energetic measures would have to be taken on a wider scale at once if swollen shoot disease was to be brought effectively under control. When these facts became known a Cocoa Emergency Scheme, financed from the funds of the Nigerian Cocoa Marketing Board, was inaugurated and charged with the duties of bringing swollen shoot disease under control as effectively and expeditiously as possible, and of executing measures for restoring as far as possible the productive and earning capacity of the farms where trees have been cut out. The Emergency Scheme included the recruitment of 12 officers on temporary appointment to speed "cutting out" operations, and a senior officer of the Agricultural Department was posted to assist in the execution of measures for the rehabilitation of "cut out" farms. The 12 officers arrived in Nigeria in September and began work immediately, but their effectiveness has been restricted by further obstruction originating not so much from farmers as from certain political elements, who are bent on opposing the "cutting out" policy. The seriousness of swollen shoot disease and its threat to the whole cocoa industry of the Western Provinces have repeatedly been emphasised and unless the full support of all sections of the community can be enlisted, so that the work of the Cocoa Emergency Scheme can proceed without interruption, its primary objective of bringing this deadly disease under control cannot be achieved. There was a heavy loss in the cocoa crop during the year from black-pod disease but, with the appointment of a plant pathologist for the purpose, an investigation into the occurrence and control of this disease has been started.

#### ANIMAL PRODUCTS

Successful results have been achieved in research into the local production and testing of a vaccine against rinderpest prepared from a rabbit-adapted virus. A field test among the highly susceptible non-zebu cattle of the Eastern and Western Regions of Nigeria was most encouraging. The production of biological products for disease control has increased in quantity and variety to meet local and some export demand.

Experimental work with antrycide has so far had disappointing results in that the curative action varied with different strains of the "sleeping sickness" in animals. Research has been undertaken in the mineral deficiencies of grasses and other livestock fodder and on their effect on the growth rate of animals. The control of the diseases of livestock in the field is largely confined to prophylactic immunisation against the major epizootic conditions and measures to limit outbreaks. Six of the ten veterinary immunisation centres to be built under the ten-year development plan have now been completed and the others are under construction.

Livestock improvement continues by demonstration in health husbandry, reduction of undesirable stud animals, conservation of

feeding stuffs and the augmentation of water supplies. Livestock improvement centres have been set up in several places in the Northern Region for the study of various indigenous types of zebu cattle, and a horse breeding centre has been established by the Katsina Native Authority. In the Western Region a centre is under construction at which investigations will be made into dwarf short-horn breed of cattle of the coastal areas. The existing centres in the Cameroons and Plateau areas are of increasing interest to stock owners. Meat production and distribution received increasing attention with the aim of reducing the wastage of carcase meat during the movement of cattle. Hides and skins now rank very high in value as an export commodity and the work to improve the quality continues. A mobile demonstration and exhibition van has proved of good propaganda value in this respect. In the Eastern Region where a few years ago there was considerable opposition to flaying, the skin being considered as an edible portion of the carcase, the value of the hides produced suitable for export is estimated to have exceeded £50,000 in 1949.

The expansion of mixed farming continues, and every effort is being made to get female stock into the hands of farmers so that they may breed their own herds. Over 5,700 mixed farmers were operating at the end of the year, showing an increase of about 1,000 over the 1948 figure. Over 1,000 ploughs were also imported during 1949.

#### FISHERIES

Fishing both in inland waters and in the sea is carried out exclusively by Nigerian and Gold Coast fishermen using nets and traps. The only type of fishing-boat employed is the dug-out canoe, paddled or sailed. All inland waters are heavily fished and no effective conserving measures are employed. There is considerable variation in the productivity of inland waters and certain areas, in spite of intensive fishing, give a consistently greater return than others. Fishing in the open sea is not extensively practised, the generally accepted reason being that as there are vast areas of sheltered waters and creeks, the coastal fishing people prefer not to risk the hazards of the sea.

Two forms of development are being attempted. The first is fish farming on which exploratory work has continued, and the second is trawling, with practical sea fishing tests made off the coast of the Cameroons. Two canoe sea-fishing enterprises have also been started by private individuals with loans from the Eastern Regional Development Board.

#### FORESTS

The forests and woodlands of Nigeria are of great internal importance in that vast quantities of firewood, rough building poles and minor forest produce of all kinds are, and always will be, required by the peasantry. There are also large internal demands for sawn timber,



Iroko (*Chlorophora excelsa*) being still the prime favourite for building and furniture making by Native Authorities, Government departments and firms, and by the more prosperous of the urban population. In addition, the markets of the world will take, at a good price, certain timbers of the high rain forest in good quantity. By far the greater part of the country is covered by savannah woodland or "orchard bush", which is only suitable for local use. But the high forests, restricted though they are to a comparatively narrow coastal belt, offer an admirable opportunity for profitably linking the requirements of internal and export demands. The high prices obtainable for export timber not only provide a very desirable revenue but "carry" the extraction of utility timbers for local use, which it would be uneconomic to extract by themselves. The intensification of exploitation has become more marked than ever before during the year under review and the export market has itself become far more catholic in its demands. In 1945-46, 81·8 per cent of the exports were made up of six species only and a list of twelve species covered 93·6 per cent of total exports. In 1948-49 the six species made up only 57·5 per cent of the total, and 91·3 per cent of the total was comprised of twenty species. The timber exports for the financial year 1948-49 were, for the first time valued at more than a million pounds, £1,112,434 being the figure given by the Customs. There is every indication that this will be maintained for the financial year which will end on 31st March, 1950.

That part of the export trade which is supplied by the controlled working of the permanent forest reserves is largely in the hands of experienced timber firms, employing machinery to an ever increasing degree and with large capital invested. Much of their work is in the hands of local contractors, also of long experience and under skilled supervision. But this is only a part of the export trade; at this time of timber boom very large quantities of timber are felled in small lots in the scattered patches of forest or on the farmlands, and local business men have large interests in this aspect of it. At present there is considerable prosperity for all concerned in the trade, the ramifications of which are considerable and difficult to follow.

The internal demand for sawn timber is largely satisfied by pit-sawyers, but there is a marked tendency in the Western Region towards the development of small locally owned sawmills which may well supplant the pitsaw. Such enterprise is a development which is encouraged.

The requirements of the peasantry are met in the course of their day-to-day occupation. It is not desirable that this should be otherwise so long as they can obtain what they require on their own lands.

In general it would appear that the satisfaction of local and export demand is reasonably well adjusted to the requirements and habits of the countryside.

Technical development has been most marked in the Western Region. This Region is favoured by nature with well distributed high forests of economic value, and a large but not excessive population. Not unnaturally, it has always, therefore, received first attention, made easier by the practical possibilities of reservation and by a long standing co-operation between the people and the timber firms which has built up a valuable and efficient timber trade. Soon after the end of the war this trade entered upon a new, intensive, mechanised and managed phase. In Benin this transition from the selective felling of a few species to intensive felling linked with full-scale natural regeneration operations, is now practically complete in the reserved forests. The roads made by the timber firms, taking a fifteen or twenty ton load, the tractor haulage from the stump, the lighterage of "sinker" logs in the creeks, the increasing number of species taken and the rising revenue, all emphasise the complete change from the dispersed felling and the manhauling of logs which were practised only six years or so ago. The large modern plywood mill and the new sawmill erected at Sapele by the largest operating firm are models of their kind. While the other parts have not yet reached the efficiency of Benin, steady progress is being made throughout and forestry has taken its place as a profitable and permanent element of this Region's economy.

In the Eastern Region the dense population west of the Cross River and the demands of agriculture quite clearly allow no room for forestry and the Region must rely upon the extensive and sparsely populated reserved high forests of the Cross River bend and the Cameroons. But, unfortunately, these forests are of comparatively poor timber value and difficult of access. The situation is now clear cut; vexatious restrictions on peasant activities outside forest reserves have been completely removed and the Department can give exclusive attention to the reserved forests. The problem before it is that of developing exploitation which will provide revenue for the countryside. The investment of capital on a large scale is required in combination with enterprise, experience and skill, to establish an export trade which will "carry" the extraction of utility timbers for local use. It is still too early to express an opinion on the future but unremitting attention is being given to the problem.

The Northern Region is one of poor savannah woodland or "orchard bush," much distorted by the annual grass fires. This woodland has no export value but with increasing population its local value will become of the greatest importance. Reservation is proceeding but is handicapped by the lack of officer staff, the more unfortunately because the local authorities are most enthusiastic and co-operative. The problem in this Region will be one of setting aside adequate woodlands but of converting the woodlands to use sufficiently profitable to finance improvement operations. This problem is being studied in the Anara Reserve of Zaria Province where a small tractor driven sawbench, managed by the Department,

is endeavouring to put small dimensioned savannah timbers on the market in competition with the Iroko and mahogany planks imported from the two southern Regions.

#### MINERALS

The principal mineral products were :

Tin ore (cassiterite) . . . . .	12,175 tons
Columbium ore (columbite) . . . . .	887 tons
Gold . . . . .	2,825 oz. (troy)
Lead ore . . . . .	37 tons
Zinc ore . . . . .	109 tons
Wolframite . . . . .	5 tons
Tantalite . . . . .	2 tons
Coal . . . . .	550,513 tons

The production of cassiterite ore amounted to 12,175 tons compared with 12,741 tons in 1948. Although no new large mining areas were discovered, the number of applications for mining land in the known tin-bearing areas was considerably greater than in previous years. The exploration of the deep lead and tin deposits indicated as extending under the basalt flows on the Plateau continues to interest some operators ; but the method by which such deposits are to be most efficiently extracted has not yet been solved.

For the first time for nearly eight years, free market dealings in tin were resumed by the London Metal Exchange on 15th November, 1949. At the same time the Ministry of Supply discontinued the bulk purchase of tin ore.

Columbite production amounted to 887 tons ore, a reduction of 209 tons compared with that for 1948. The decrease is largely due to the completion of the re-treatment of most of the old dumps from tin ore dressing plants. Small quantities of tantalite and wolfram were also produced.

A little over 200 tons of lead ore and some 50 tons of zinc ore were exported during the year. Work on the lead/zinc deposits at Nyeba, Ogoja Province, by the Mines Development Syndicate (W.A.) Limited, has been concentrated on the opening up of the Nyeba mine by underground development and power drilling to prove the extension of the ore bodies in depth. Geological reconnaissance and prospecting have also been carried out with encouraging results on other lead/zinc prospects in the Province by geologists employed by the same company. The Amalgamated Tin Mines of Nigeria Limited also began prospecting operations on lead/zinc deposits near Ishiagi, Ogoja Province.

Despite the increase in price of gold during the year to £12 8s. 0d. per ounce troy, the production of gold amounted to 2,825 ounces troy, a decrease of about 470 ounces on that for 1948. This was due to the continued high price for tin which has, as in the past, a direct bearing on gold production. On account of the continued

difficulty in obtaining the services of a sufficient number of trained mining engineers, tin operators were again unable to spare engineers for gold prospecting.

The investigations by the Shell D'Arcy Exploration parties into the possibility of an economic oilfield in the Eastern Provinces have continued throughout the year; prospecting has been carried out by geological and geophysical methods, principally in Owerri Province.

The Cameroons Mining Corporation, through its technical managers, A. O. Nigeria Limited, carried out geological reconnaissance and prospecting in the Cameroons. As no minerals of economic value were found in the part of the Cameroons administered as part of Bornu Province, further prospecting in this area was abandoned during the year. In the other parts of the territory there are indications of mineralisation, but so far they have not been discovered in quantities of economic value. Further geological reconnaissance and scout prospecting are continuing in these areas.

#### INDUSTRIES

The year 1949 has not been remarkable for the conception of new projects so much as continued progress with schemes, the foundations of which were laid earlier.

The growing interest in textile production from power looms has found expression in the decision by two African companies to erect two textile mills, one near Lagos and the second at Kano. Both mills are in course of erection and should come into production next year. These mills are small units planned to allow rapid expansion on the weaving side; up to 60 looms in each mill will be operated initially, and when the mills reach full production on a two shift basis, they will produce between them, more than one and a half million yards of baft, shirtings and drills per year. Training of overlookers and operatives for these mills has already begun and is expected to reach its full extent when the expansion and re-equipment of certain textile training centres is completed early in 1950. Plans have been made to recruit the staff for training operatives and providing services in the form of technical supervision and advice on problems of production which manufacturers may expect during the early days of a new industry. At a time such as the present, when interest in textile production is turning from village production to mill production, it is especially important that manufacturers should have technical assistance made available to them; both the mills referred to are owned by Nigerian companies, and services are being provided by the Government Department of Commerce and Industries, including advice on management and actual production, in addition to guidance in the design of the factory building and installation of the machinery.

An African-owned ceramic factory near Lagos is still in course of erection : there has been some delay in the arrival of machinery, but good progress has been made with the buildings.

The local brewery near Lagos, which has been financed by several of the larger importing firms, is now in production, though it does not appear to have greatly affected the import market. Owing to the demand for new buildings, the building industry has continued to flourish ; much Government work is put out to contract. In the north, two non-African companies are erecting groundnut expeller mills around Kano and a new European-owned tanning factory has recently been established but is not yet in full production.

In general there is still little evidence of any tendency for African-owned capital to show itself in industrial enterprise and the Department of Commerce and Industries continues largely to supply the necessary stimulus. Plans have been formulated and approved for a programme of very considerable expansion in both scope and staff, and the technical and executive staff now being recruited will take up their duties during the coming year.

The " pioneer " palm oil mills are now comfortably past the stage of being a pilot scheme and orders have been placed for a further 50 mills for the Eastern Provinces bringing the total there up to 68, together with two experimental mills of double capacity, each capable of handling 200-400 tons of fruit per month. The new order is expected to come forward in the second half of 1950, and a similar programme of expansion is being drawn up for the Western Provinces where a total of 30 mills is intended. Meanwhile, erection of the earlier orders continues, shortage of engineering staff being a limiting factor.

During the year, four new textile training centres began work at Aba, Kano, Ilorin and Sokoto, bringing the number of centres up to seven. Trainees are coming forward in satisfactory numbers and some centres have waiting lists.

A laboratory has been established at Aba to carry out research work on local vegetable dyestuffs and on the application of other dyestuffs to Nigerian fibres. This laboratory will also test fibres and examine finished textiles, and will be able to advise Nigerian producers on the dyeing, bleaching and finishing of their goods. Demonstrations of improved methods of dyeing have been carried out in several areas, and have aroused interest amongst the local dyers and weavers.

Other activities during the year have included the examination of a number of Nigerian fibres, such as jute, substitute fibres and coir fibre from the coconut palm as well as actual carbon (charcoal). The latter has been the subject of extensive investigation, and a project for mechanical processing is now under examination. Nigerian coir fibre is of good quality and is likely to have a considerable commercial value.

The Dairy Scheme which is operated by the Department of Commerce and Industries has done well within the limitations imposed by the present equipment. Valuable scientific data have been procured which are leading to better quality products and more efficient production. Plans are in hand for the construction of an entirely new central dairy, adjacent to the present site, fitted with the latest equipment.

Other projects which are engaging the attention of the Department of Commerce and Industries are the treatment of Conophor nuts (*Conophorum Tetracarpidium*) for extraction of a drying oil which is said to be superior to linseed oil for use in paints, etc ; development of the local pottery industry ; the improved manufacture of bricks and tiles ; production of starch from cassava ; and expansion of the citrus industry. These are all expected to enter the active experimental stage when staff and equipment arrive in the near future.

#### CO-OPERATIVE SOCIETIES

The main effort of the Co-operative Department in 1949 has been directed towards the consolidation of the co-operative cocoa marketing organisation in the Western Provinces. The expansion in the number of other forms of co-operative societies has not, therefore, been on so marked a scale as in previous years. However, there has been an increase in the number of thrift and credit societies, particularly in the Calabar Province.

Cocoa marketing remains, as it always has been, the most important side of co-operative activity in Nigeria and the main task of the Department in 1949 was centred upon reorganising the internal administration of the Association of Nigerian Co-operative Exporters, which acts as an exporting agent for all co-operative cocoa marketing societies and unions in the four Yoruba Provinces in the Western Region. There was in consequence a considerable increase in the tonnage of cocoa sold by the Association of Nigerian Co-operative Exporters, which made a profit of over £8,000 on its operations during the 1948-49 cocoa season. This was in contrast with a loss of nearly £4,000 in 1947-48. The main difficulty of the Association is the inability of the management committees, consisting mainly of illiterate farmers, to master the intricacies of such an extensive and complex concern : in the past this has led to inefficient and extravagant administration and to lack of vigilance. With the steep rise in the price of cocoa, the latter defect has exposed their literate employees to temptations which too many of them have been unable to resist.

Management committees have to some extent responded to the insistence of the Department upon the need for closer contact and greater prudence in the conduct of their affairs and this has resulted in an improvement in the trading and financial position of the Association, though there is still much room for improvement in the management of the Co-operative Marketing Unions in the Abeokuta and Ijebu Provinces.

Co-operative thrift and loan societies continued to increase slowly in numbers, membership and total savings, but it seems probable that, except in the Northern Provinces, this side of the movement is reaching its limit of expansion in membership and that succeeding years will bring only an annual automatic increase in savings. Membership of this type of society is composed chiefly of salary-earners. It is to be regretted that members of these societies take little interest either in their own societies or in extending the co-operative movement amongst other classes.

The most notable expansion of co-operative activity has taken place in the Calabar Province where an increase of ninety in the number of thrift and credit societies and of 3,500 in membership has resulted, for the second year in succession, in the doubling of their share capital and thrift savings. The thrift and credit movement in this area has now amassed total assets of just over £28,000—a fact which is the more remarkable in that it has been achieved entirely from the members' own resources without any external financial assistance. Women play a prominent part in the movement in this area, over one-fifth of the societies being composed exclusively of women. Just under half the societies are affiliated to the Calabar Provincial Co-operative Thrift and Credit Union, a secondary society whose function it is to borrow the surplus funds of the wealthier societies affiliated to it in order to finance through loans the younger societies still struggling to accumulate the capital they cannot yet provide from their own resources. The Union has lent over £1,600 to societies and no loan is overdue.

Of other types of society, the consumers' societies increased their activities slightly, but expansion remains sluggish owing to the difficulty in obtaining imported consumer goods. The rural societies are growing slowly but there are definite signs of recession in regard to the urban societies which are subject to intense competition from local petty traders.

The craftsmen's societies have continued their production of commodities of various types, though there has been a serious drop in the volume of business done by the Ikot Ekpene Co-operative Raffia Marketing Society Limited due to forces over which the society had no control, the chief of these being the fall in the United Kingdom demand for mats since other types of floor covering are now more easily and more cheaply obtainable.

The Agege Farmers Co-operative Society which manufactures bottled fruit drinks again had a successful year and is contemplating the erection of new and more extensive plant and premises.

## Chapter 7: Social Services

### EDUCATION

The new Education Ordinance, the fruit of much consultation and legislative deliberation, has been a valuable encouragement in guiding

popular zeal for education towards the goal set out in Sessional Paper No. 20 of 1947. The first year of the new grants-in-aid system promulgated by the Ordinance has shown that on the whole the new arrangements will work smoothly, will enlist the support of voluntary agencies and lead to better planning and systematic development. The innovation in the Ordinance of the assumed local contribution has helped to dispel the dangerous illusion that the Central Government can finance the total cost of a rapidly expanding educational system. Despite increases in the supervisory staff of the Education Department and the voluntary agencies the pressure of work on the Provincial Education Officers has been very great.

The Regional Boards of Education and the reorganised Central Board of Education are now successfully working, and many Local Education Committees have been established, notably in the Northern and Western Regions and in the Colony.

Secondary education has developed steadily during the year. In the Northern Provinces Zaria Secondary School has completed its move from Kaduna and in 1950 will have 12 classes plus a post-school certificate class. The nucleus of the next Government secondary school is now in the old buildings at Kaduna Junction. A Roman Catholic secondary school for boys has been opened at Kaduna and the secondary school for girls operated by the same Mission has moved to new buildings at Kakuri. The Sudan United Mission school at Gindiri and the Offa Grammar School are being raised to secondary status.

In the Eastern Region, development of Government secondary schools has been slow, but building for the expansion of Umuahia Government College has begun. Sites for the projected Government girls' secondary school, Enugu, and the boys' school at Afikpo, have been chosen but building has not yet begun. The Roman Catholic Mission has new buildings for girls' secondary schools at Onitsha and near Uyo. Plans for the Union Secondary School for girls, to serve most of the Protestant Missions, are being developed. Nearly 7,000 pupils are attending the government-assisted secondary schools which are mainly boarding schools that select pupils from a wide area by competitive entrance examination, but there exists a strong popular demand for an extension of this system by the establishment of local day schools which would offer cheaper education. For reasons that are largely economic in origin, there exists a strong desire for secondary education. The task of canalising this into educational activity which will be truly beneficial both to the individual and to society, is a problem of the first importance.

In the Western Region, the staffing situation in secondary schools is still difficult, but it should improve in two or three years with the output from University College, Ibadan. A site for the new Government girls' secondary school at Ede has been chosen.



The C.M.S. Girls' School, Lagos, will move its secondary department to Ibadan, and new buildings are in course of erection at Yaba for the Methodist Girls' High School. King's College and Queen's College have both introduced a "double stream" by the admission of two classes at the Form I stage.

The standard demanded by the University College, Ibadan, will have its effect on secondary schools, and discussions took place during the year on the introduction of sixth form work on the British model. Most schools are anxious to undertake such advanced work as early as possible, though for reasons of staffing, equipment and building, only a few selected schools can do so for some years to come.

Teacher-training facilities have increased in all regions. In the north, unfortunately, not enough candidates are coming forward owing to the very large demand from all departments for educated boys. Until the output from secondary schools has been increased, the numbers available for teacher training will fall short of the capacity of the centres. A new Higher Elementary Training Centre was opened at Katsina, with an output of 40 teachers a year for Native Administration schools. In the Eastern Provinces, Uyo Training Centre for men is being rebuilt and extended.

The application of the new Ordinance has led to the replanning of the primary school system. Developments during the year include the extension of the primary schools in the Northern Provinces, the encouragement of parent-teacher associations in the Western Provinces, and the continued expansion of schools in the Colony area.

The Government Clerical Training School was opened at Oshogbo in April to assist in raising the standards of the work and professional conduct of the Government Clerical Service by the training and further education of potential entrants to the Service, by the provision of opportunities for more advanced and specialist training and study for members of the Service, and by impressing upon all students at the school the high standard of professional conduct expected of a public servant and the great responsibilities which go with membership of the public service. The school, which is residential, is at present accommodated in the former Royal Air Force buildings, which were rapidly converted by the Public Works Department. Students who are successful and suitable will be offered appointments in the Clerical Service, their ten months at the school being counted as two years service for incremental purposes. The school is also giving a six months' course to 32 Native Authority employees. It is intended to expand the school until it is able to train all potential entrants to the Clerical Service and to provide more advanced and specialist courses for members of that service.

In the realm of technical education, good progress has been maintained with the building programme and preparations for the building of handicraft centres are well advanced. The Technical

Institute, Yaba, now has 427 students enrolled in various courses, while the Trade Centre at Yaba is training 82 apprentices in such subjects as carpentry, motor engineering, sheet metal working, etc. Kaduna Trade Centre has 103 apprentices training as carpenters, mechanics and bricklayers. The bricklayers, under their instructor, have undertaken to build a museum at Jos. The Enugu Trade Centre has come into being as the Ex-servicemen's Trade Training School ended its activities. Since 1947, 610 ex-servicemen entered the school and 455 completed their training; of these, 348 obtained gradings as artisans in the various trades. Buildings have been begun for two handicraft centres in Lagos which will be constructed and staffed by the technical section: these will provide for practical work in wood and metal for boys from the senior primary schools, who will attend these centres once a week.

The Domestic Science Centre, Lagos, now in the charge of a Woman Education Officer, provides practical training in homecraft for nearly 800 schoolgirls besides special classes for teachers and welfare workers. A committee of African ladies has been appointed to advise on the provision of evening classes. Two more such centres are planned to serve the Yaba, Ebute Metta and Apapa areas.

Twenty-five campaigns in adult education are now in progress under the aegis of the Education Department. These are supported by the Native Authorities, who in some cases have voted considerable sums, and by the voluntary agencies. In the Northern Region, an experienced officer has been appointed to direct the campaigns; Katsina still leads the way while the movement is progressing rapidly amongst the Birom on the Plateau. In all Regions there is need to expand literacy classes into community development projects in order to stop the drift to the towns and to enlarge facilities in rural districts. In some areas, notably in the Colony and in the Eastern Region, there is considerable response from women, who have asked for classes in infant care, sewing and knitting. In the urban districts adult education does not progress so well, although in the Lagos and Colony area, the number attending is on the increase, largely as the result of voluntary effort. There is, however, a growing demand for evening classes in various subjects. Ninety booklets in six languages are now published and in the last nine months, 204,000 booklets in the four main languages have been sold. Assistance is given with the production of six vernacular news-sheets. The great problem is still the distribution of low-priced literature in rural areas.

The Oxford Extra-Mural Studies Delegacy gave courses of lectures in all regions. These were highly appreciated and met a popular demand. The Extra-Mural Department of University College, Ibadan, is now planning its future campaigns and there is no doubt that the influence of this department on the youth of Nigeria will be considerable. In the sphere of higher education, a report on "A Technical College Organisation for Nigeria" has been prepared by Dr. F. J. Harlow, Principal of Chelsea Polytechnic, London, and Mr. W. H. Thorp of the Nigeria Education Department, after an

extensive tour of the country. The report envisages the setting up of a Regional College or, to use the more descriptive title recommended, a "Nigerian College of Arts, Science and Technology", which would aim at combining technical education with practical experience, and would offer opportunities of further education to men employed in commerce, industry and Government departments who have the ability to proceed to positions of greater responsibility.

#### HEALTH

The work of the Medical Department has progressed steadily during the year, but has been handicapped in all its branches by severe shortage of technical staff.

New buildings or extensions to hospitals were carried out at many places, including Ibadan, Onitsha, Abakaliki, Kaduna and Maiduguri, and new or additional maternity centres or wards completed at Ondo, Shagmu, Owerri, Kano and Kaduna. Ilorin and Offa Hospitals have reverted from Native Administration control to management by Government.

The outstanding event of the year in medical education has been the establishment of a Medical Faculty at the University College, Ibadan, as successor to the Medical School, Yaba. For the lower grades, preliminary training schools now exist in all the Regions, and schools of pharmacy at Yaba and Zaria. Training of health staff is also now undertaken in all Regions. Training of staff for the Sleeping Sickness and Field Units is undertaken at Makurdi and Kaduna.

There were several epidemics in all regions. The most severe was one of cerebro-spinal meningitis in the north, mostly in Sokoto and Katsina Provinces, requiring the mobilisation of a special team. Nearly 8,000 deaths occurred in a total of 42,000 odd cases. There were many cases of smallpox, which was rife in the Lagos area, mainly because of the unfortunate attitude of many of the inhabitants to the disease and opposition to vaccination.

Rural health centres were completed at Ilaro and Auchi in the Western Region, although staff difficulties prevented the opening of all but the centre at Ilaro. Maternity and infant welfare centres continue to be much appreciated and are among the most popular facilities offered by the Department.

There has been increasing co-operation between Government and the voluntary agencies (Christian Missions), following on the publication early in the year of Sir Sydney Phillipson's "Report on Grants in Aid of the Medical and Health Services provided by Voluntary Agencies in Nigeria". The acceptance of his proposals by Government were announced later in the year. They provided, broadly, for the grants of financial capital aid by Government to a new hospital the need for which had been recognised but which Government had not been able to build, because materials, staff, or equipment were not available, and which a voluntary agency had con-

structed; for expenditure, as part of the Development Plan, on grants towards buildings and equipment for existing voluntary agency hospitals; and for recurrent grants in aid of nurses' training at approved voluntary hospitals. Regional Medical Advisory Boards are to be set up to assist both in the administration of this scheme and in the development of medical relief. Meanwhile, the scheme itself, and in particular its financial provisions, are regarded as experimental. The main material additions to voluntary agency health services during the year were the building of a new Baptist Mission hospital at Eku in the Warri Province, and an extension of the Seventh Day Adventist hospital at Ife.

Survey and research have been carried out by the Field Units, Sleeping Sickness Service, the West African Trypanosomiasis Research Institute, the Malaria Service, Leprosy Service and by a research team from Liverpool University into filariasis. The Sleeping Sickness Service has continued to carry out treatment and clearance work. In general trypanosomiasis was found to affect well under one per cent of the large numbers examined in the field. The majority of cases treated are still in the more central Provinces of Benue, the Plateau and Zaria, and the special dispensary system is concentrated in these areas.

Two additional Field Units are now operating. More detailed surveys by these units in selected small areas have revealed in some cases high incidences of a variety of parasitic, infective and nutritional diseases, any real alleviation of which will require a combination of mass treatment and propaganda with hygienic and agricultural improvements. Special surveys were made in connection with various development schemes, especially any which might involve movements of population. In addition to their normal duties, invaluable assistance was given by the survey staff with transport, equipment and drugs in dealing with the serious epidemic of cerebro-spinal meningitis.

The Research Unit of the British Empire Leprosy Relief Association reported success in the treatment of leprosy with sulphone drugs, and is experimenting with a form of treatment which, it is hoped, will reduce the cost. Other new drugs are also on trial. It is hoped soon to start at Ibadan a West African Institute for Leprosy Research. At the moment, the Government Leprosy Service only operates in the Eastern and a small section of the Western Provinces, but it is planned gradually to bring the Northern Provinces, and the rest of the Western Provinces within its control.

Valuable preliminary research was carried out in Ilaro between March and October by the Senior Malariologist and other members of the Malaria Service into the control of malaria by spraying houses with gammexane to destroy the mosquitoes. Results were encouraging and a further campaign on a large scale is planned for 1950.

*Northern Provinces*

In the rural areas of the Northern Provinces housing is not a pressing problem. Each family can build huts according to its needs following the general pattern determined by local tradition. Many rural houses are dark and ill ventilated, often built of grass and corn-stalks or mud, and to European eyes they may appear crude and unhealthy, but it must be remembered that they are primarily used for sleeping and storing purposes only.

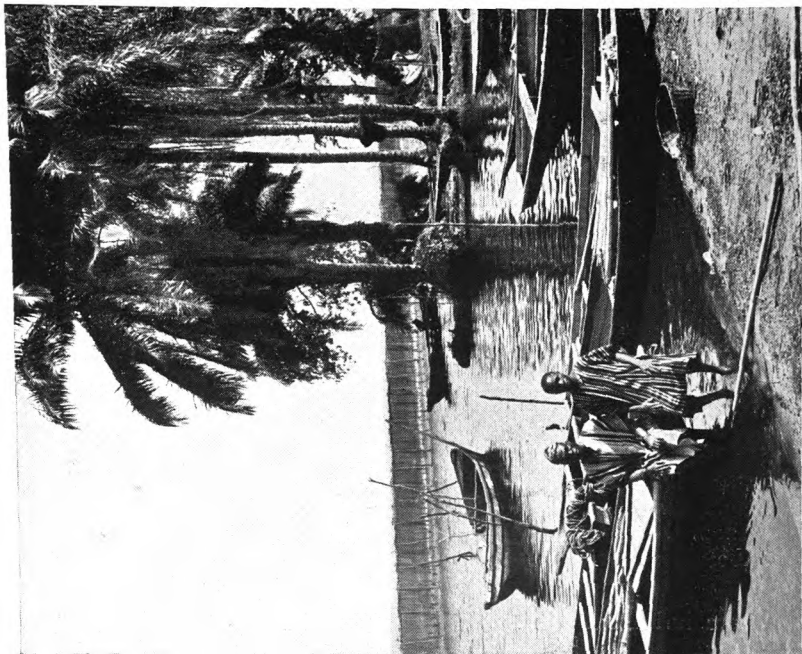
In Bornu nomad or semi-nomad people account for as much as one-third of the population of over one million, the remainder being in the transitory stage from nomadic to village and town life. The nomad's housing consists of light structures readily dismantled and portable and as such is essentially primitive.

While the peasant is conservative in his reluctance or inability to change his type of dwelling, considerable changes and progress have been made in all Provinces in the replanning of villages, in providing new plots and lay-outs, in widening village streets, in building more spacious markets and in reducing congestion. The planning and execution of model schemes has roused universal interest and enthusiasm particularly now that the grants for village and town reconstruction are showing positive results. At Gagarawa in Kano Province a new lay-out has been planned to include such amenities as playing-fields, a fruit nursery, motor vehicle parks, a market and new public buildings. To relieve congestion in Kano, garage sites have been demarcated to which transport firms and garage proprietors will move, thus freeing plots in the residential areas to meet the ever increasing demand for accommodation. Zaria still suffers from congestion, but it is reported that there has been this year greater co-operation in following the building and health rules, and there has been much improvement in the roads and drainage system of Zaria and Kaduna. It is encouraging to note that the plots in the newly planned and laid-out town of Zinna, in Adamawa Province, were rapidly taken up both by traders and by Mumuye pagans who must be among the most primitive tribes in the north.

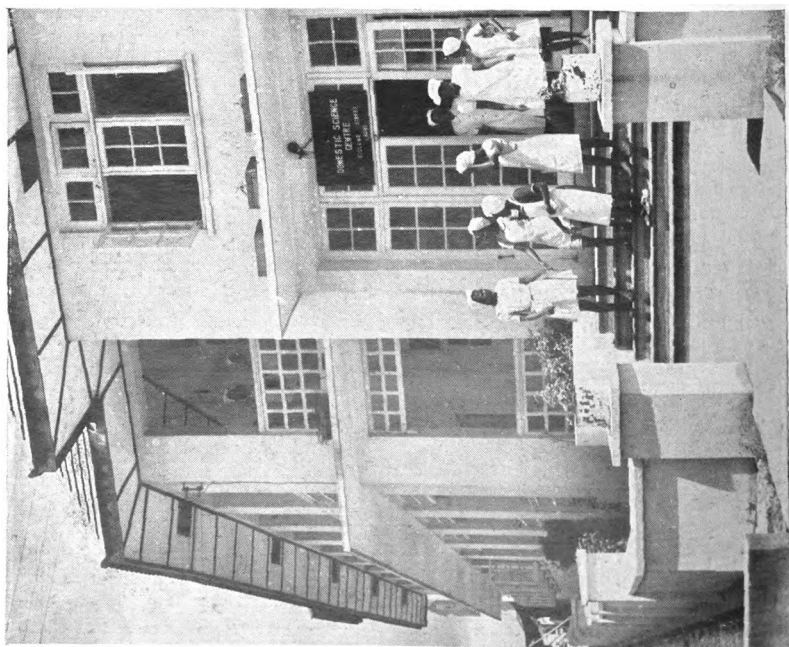
In spite of the emphasis laid on the danger of fire in crowded areas, it is not always easy to ensure that streets are broad enough to act as a fire break. In December, 1949, the greater part of Oturkpo was destroyed by fire, although almost annual outbreaks should have been warning enough. The local custom is to remove the thatch roofs from huts in December as a fire precaution, but this was not completed sufficiently early and considerable damage resulted. The Native Authorities in all areas are taking steps, in co-operation with the Government, to point out the obvious dangers of rural slums and those who are required to leave their homes in the interest of the community are suitably compensated.



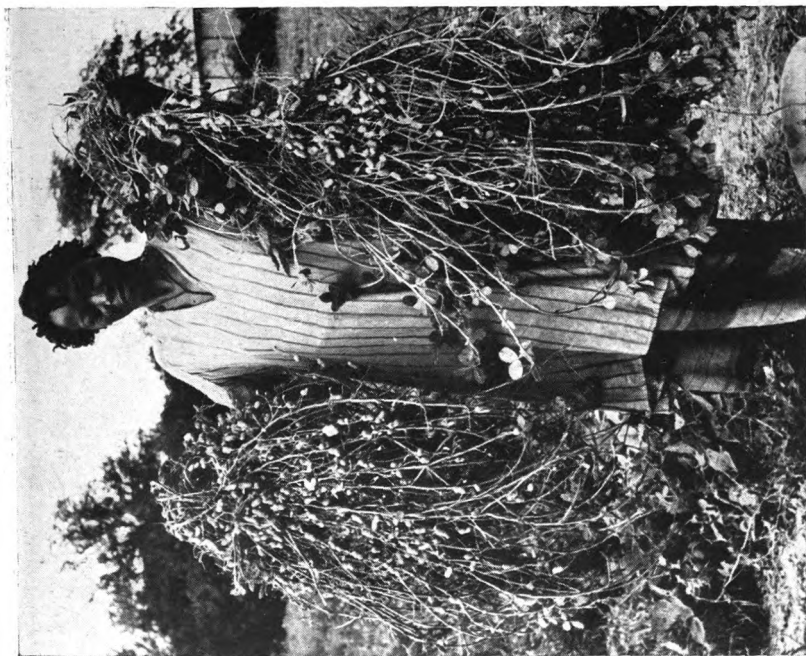
A MARKET IN THE EASTERN PROVINCES



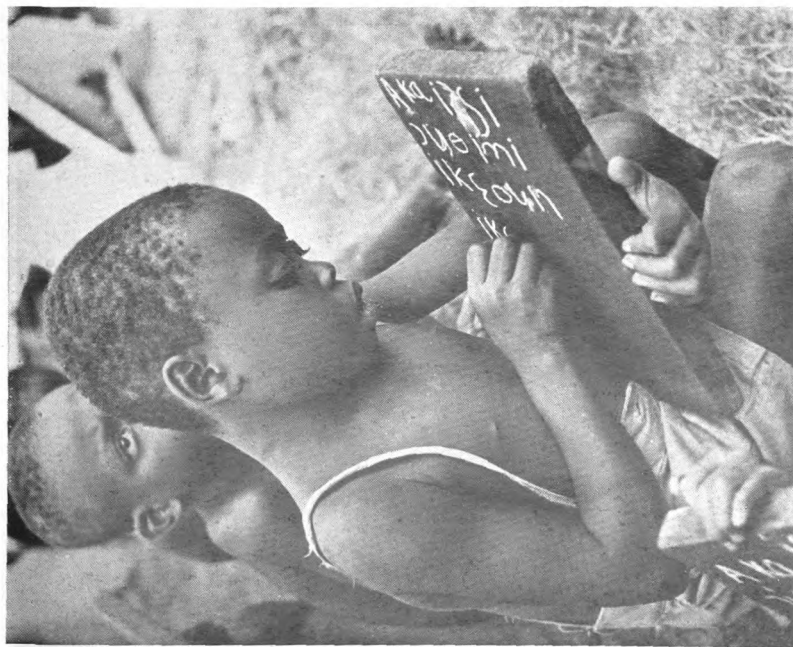
FISHERMEN WITH THEIR BOATS ON  
THE EPE LAGOON



A DOMESTIC SCIENCE CENTRE AT LAGOS

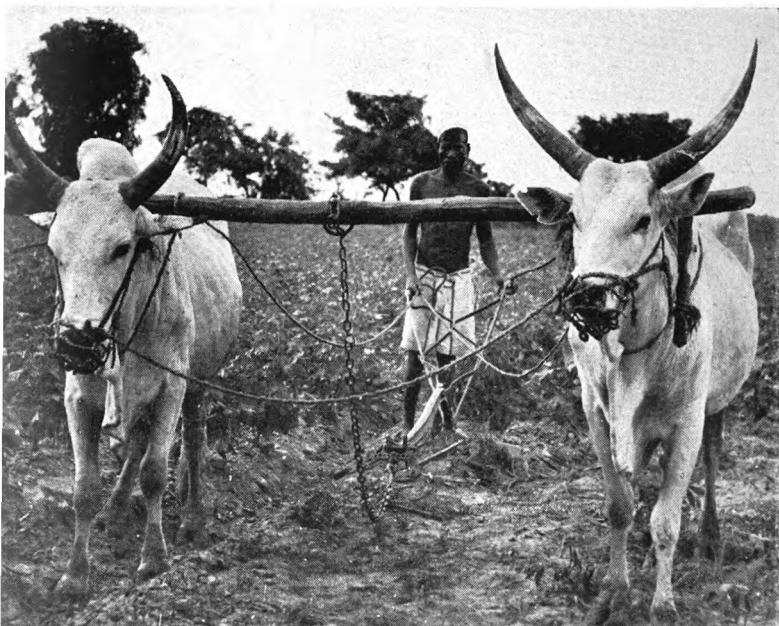


GROUNDNUTS HARVESTED IN THE KANO DISTRICT



LEARNING TO WRITE IN A VILLAGE SCHOOL





FARMER WITH A PAIR OF WORKING CATTLE ON HIS MIXED  
FARM IN THE FUNTUA DISTRICT, NORTHERN NIGERIA



RIGHTLY COLOURED CLOTH, MANUFACTURED AT AKWETI,  
NEAR ABA

In the larger towns there is a considerable and increasing landlord class who demand and receive high rents. The Government and Native Administration Health Departments are responsible for the control of sanitation in such areas. As a general rule the bulk of the population who live in the villages pay no rent and own their own houses. The standard of accommodation in the labour camps of the Plateau minefields, which can now be controlled by the Labour Health Regulations, is gradually improving. In particular, the new camps built according to the regulations, show a great advance in sanitation and planning on the old-established camps.

### *Western Provinces*

The usual type of house occupied by the poorer classes has mud walls, wooden windows and doors, and a thinly thatched roof. The houses of the more prosperous classes are of mud or brick walls, cement rendered, and have corrugated iron roofs and glass windows ; in many cases a house of this type will consist of two or more storeys and will generally include a produce store or shop on the ground floor. In many of the larger centres, notably in Ibadan, the wealthier commercial and professional classes are building houses of greater size than formerly, brightly decorated and of ornate construction. The older houses are normally owned by a family group, but there is a growing tendency for wealthy traders, produce buyers and professional men to build separately for their own immediate family. In some of the larger towns such as Abeokuta and Ijebu-Ode, where there is a considerable demand from "strangers" for accommodation, the building of houses is a favourite and profitable way of investing capital. The recent improvement in the supply of building materials has resulted in a noticeable improvement in building. Houses are now frequently constructed in brick or, less often, in blocks made of cement and laterite. In some Government stations a number of quarters are provided at reasonable rents for the Junior Service staff. In the larger centres they are usually built of concrete ; elsewhere of mud, with a cement finish. All new construction of such quarters is in cement. Considerable housing programmes for the Junior Service are being carried out at such centres as Moor Plantation near Ibadan and the Oil Palm Research Station near Benin.

Most Native Authorities employ their own sanitary inspectors who enforce health rules. An increasing number of Native Authorities are adopting building rules and in some cases Town Planning Authorities have been established under the Nigeria Town and Country Planning Ordinance. The latest Town Planning Authorities to be constituted are those at Abeokuta, Ibadan and Ife in the Oyo Province, Iperu and Ijebu-Igbo in the Ijebu Province, and Koko in the Warri Province. An aerial survey of Sapele in the Warri Province has been carried out.

*Eastern Provinces*

Progress continues with the Port Harcourt extension schemes and at Enugu, Calabar, Victoria and Oron schemes for clearing the more crowded areas have begun. In the villages development and re-planning by voluntary effort continues to arouse enthusiasm, and where schemes have been completed grants proportionate to the value of work done have been made from Colonial Development and Welfare funds for some specific community project. Sanitary Rules have been passed by more Native Authorities and villages in many areas are improving. It is hoped that community development will be of great value in raising village morale and increasing social self-consciousness.

*Colony*

Substantial progress was made by the Lagos Executive Development Board during the year. The difficulties caused by lack of trained and experienced staff were substantially overcome by vigorous and effective efforts which brought the numbers of staff up to approved establishment. The other main problem, that of finance, appears nearer solution than ever before, and it is hoped that loan negotiations for essential financial requirements will shortly reach a satisfactory conclusion. The constitution of the Board was strengthened by the addition of new African members.

The Board devoted most of its energies in 1949 to the execution of the Apapa Scheme and the framing of a scheme for slum clearance in central Lagos. Preliminary steps for framing a scheme for the Suru Lere area were also taken. The magnitude of the Board's difficulties is, perhaps, not fully appreciated—reconnaissance, survey and other investigation necessary for the compilation of engineering data essential to the success of any scheme involve much time and great care but offer to the public no evidence of immediate progress.

On the recommendation of the Consulting Engineer to the Crown Agents a contract with the Westminster Dredging Company for the reclamation of 750 acres of swamp at Apapa was signed in April and in 1950 some of the most modern dredging plant in the world will be in operation transforming largely waste lands into an area which, when fully developed, will play an important part in the expansion of commerce and industry in Nigeria. Contracts for the laying of roads over 120 acres of good land in the area have been signed and work has begun. Work specifications are such that road standards hitherto unknown in Nigeria, if not in West Africa, will be attained. The Board depends on Government departments for the installation of services and although the programme of works is uncertain at this stage a total of 120 acres—a little less than a fifth of the first scheme area—will be offered to the public during 1950 for commercial, industrial and residential development. It is difficult to exaggerate the importance to economic progress in Nigeria of an

area served by water, road and rail communications planned and developed at Apapa for industrial and commercial enterprise.

Investigation of technical problems and a full appraisal of financial requirements associated with large-scale slum clearance in central Lagos have provided a measure of the difficulties attending the framing and successful execution of a major scheme.

The Ikeja Area Planning Authority has now completed draft schemes for the centres of increasing population at Mushin, Ikeja and Agege on the main trunk road and one for Oshodi is almost completed. Planning and other preparatory work has now been taken to the stage at which little remains to be done but for the authority to obtain approval for its schemes and then to execute them. The only difficulty is lack of funds; the authority is at present seeking to devise means to overcome this problem. The Ikeja Area Planning Authority was strengthened during the year by the addition of new African members.

#### SOCIAL WELFARE

##### *Northern Provinces*

In a wide sense all the activities of Government, the Native Authorities and the missionary voluntary agencies in the fields of education, medicine and health, agriculture, forestry and veterinary services, may be regarded as measures conducive to the social welfare of the people. In a narrower sense where social welfare is considered to be restricted to measures undertaken for classes of the community requiring special care—the destitute, the aged, the physically and mentally infirm—the onus of relief lies in all rural communities upon the framework of the local society, which, in even the most primitive tribes is based on a solid foundation of communal obligations and responsibilities. Local custom and the Mohammedan religion alike impose upon the individual the obligation to maintain his indigent relatives and modern economic conditions have not yet, except in a few areas and towns, broken this tradition. Indigenous social functions, births, marriages, deaths, harvest and sowing festivals and the weekly market, provide forms of entertainment in the rural areas which are sufficient for, and well suited to the needs of the people. The problem in the few cosmopolitan centres is less simple. The variations of tribes, traditions, standards of education and the growth of the theory that the towns are paved with gold produces a type of destitute and unemployed person who can at best be dealt with by repatriation to his own home area.

Very considerable progress has been made in all Provinces in building reading rooms which are well attended by the literate classes, although the supply of vernacular literature is still insufficient to satisfy all demands. In Kano a new cinema has been opened which is well patronised. In Kano City Library, lectures are regularly given. In Adamawa a scheme is now being considered whereby ex-elementary schoolboys, whose abilities do not warrant further

expense on training and who subsequently, through their lack of inclination to return to farming, tend to become "maladjusted citizens", are to be taught useful trades in the workshop of the Middle School. The mass education classes in Katsina have continued to increase in strength and popularity, and encouraging enthusiasm has also been shown in Abuja and Zuru in Niger Province. Among the Birom on the Plateau mass literacy classes have increased to 60 and the demand to learn English in these districts is such that they have decided to use the district share of tax to pay for language instructors. During the year Mr. E. E. Hillier, Social Welfare Officer, made his base at Zaria, a convenient centre for touring the Northern Provinces.

There has been no slackening of medical services during the year. Dispensaries have increased in number and in popularity in all Provinces, while maternity and child welfare work continues to make good headway in the larger centres. In Katsina Province the registration of births and deaths is becoming an established service and is proving of great value in the early discovery of outbreaks of epidemic diseases. The efforts of the missionary societies in the medical field, and more particularly the leper settlements, maintained by the Church of the Brethren and the Sudan Interior Mission are particularly worthy of comment.

Juvenile delinquency is not a universal problem and only assumes noteworthy proportions in the larger centres of population where family tradition and discipline have slackened. There are two reformatories in the Region at Kano and Maiduguri which have provided accommodation and re-education for the inconsiderable number of juveniles committed to their care. Besides normal schooling, crafts are taught which include farming, leather making and knitting. Progress in the retraining of recidivists continues in the form of practical instruction in handicrafts under trained supervision in the larger prisons. In Kano a scheme has recently been started whereby a small number of chosen prisoners are returned to their villages and are given every assistance by the district and village authorities to rehabilitate themselves. If this scheme proves successful, there should be an appreciable decrease in the number of recidivists.

### *Western Provinces*

Proposals are under consideration to extend to the Western Provinces the services already existing in the Colony. It is hoped to post Welfare Officers to Abeokuta, Ibadan, and Warri during 1950, and to establish remand homes at Abeokuta and Ibadan.

At present, however, no organised social welfare services exist in the Western Provinces though much is done in this way by missions. The administrative officer also may well be called a welfare officer, as much of his time is engaged in such work. Through both these

agencies attempts are being made to increase interest in village life with the purpose of encouraging the younger generation to remain in the country instead of migrating to the towns, where so often they merely swell the ranks of the unemployed. These attempts have been stimulated by the allocation to District Officers of funds which can be issued as grants to help village reconstruction. The people are encouraged to undertake improvements to the amenities and layout of their villages and a grant is made of one-third of the total value of the improvements, including the value of voluntary labour.

The social welfare organisation, created in Abeokuta during 1948 and manned by voluntary workers, has continued to direct its efforts to the care of young delinquents and other juveniles who have drifted from the rural areas to the town.

The extension of medical and health services is doing much to promote social progress. Throughout the Western Provinces the number of Native Administration dispensaries, maternity and infant welfare centres increases each year. An especially welcome step is the establishment of rural health centres and mobile field units.

In a society based mainly on the family unit, the relief of the destitute and disabled devolves upon the relations of the persons concerned. Very few beggars are to be seen, except in the larger towns, and these are mostly strangers from other parts. The Mission Home to accommodate old women at Benin City continues its good work.

Several new reading rooms have been opened during the year. A trained travelling librarian has spent six months in the Western Provinces organising libraries and distributing books presented by the British Council. Adult literacy campaigns in the Ilaro and Ekiti Divisions continue to make progress. An encouraging result is an increasing interest in children's education, exemplified by a wish to institute an education rate to pay for extended facilities.

### *Eastern Provinces*

At Calabar, where the problem of waifs and strays has always been serious, the excellent work of the Juvenile Welfare Committee continues. The Social Welfare Officer there has also particularly interested himself in the family affairs of the Fernando Po contract labourers. Delinquent and destitute children have been cared for in the remand home or boarded out with missions or private persons. The work of the Juvenile Court and the probation service, under the Children and Young Persons Ordinance, has continued to increase.

At Port Harcourt provision has been approved for the building of a remand home to cater for 35 children of each sex, which will also provide facilities for the training of more Social Welfare Officers. A Social Welfare Officer has recently been posted to Onitsha.

At Enugu the Social Welfare Officer and her assistants have continued their work, chiefly among the wives and children of the

Colliery employees, and have concentrated on ante-natal and child welfare.

At the ports, provisions for the relaxation, entertainment and protection of visiting seamen continue to improve.

At present in rural areas social welfare and the promotion of community life is still largely undirected and it is hoped that the stimulation of community development projects will have a great effect during the next few years.

### *Colony*

Social welfare services in Lagos and the Colony Districts have been well maintained and extended. The Juvenile Court Centre has worked to capacity, providing evidence not only of a widespread element of maladjustment in children but also of the value of the treatment methods used by the Juvenile Court and its auxiliary institutions. One of these, the Isheri Approved School, is being rebuilt and such good progress has been made that it is hoped to complete it in the current financial year. The Colony will then have a modern approved school which will compare favourably with the best anywhere.

Community development in the Colony Districts has taken the form of a village betterment scheme in the Ikeja Division, initiated and sponsored by the Colony Welfare Service. During its first two years, six large villages have been brought into the scheme and each has demonstrated the essential principle of self-help by building for itself a village institute, designed to provide facilities for the community life of the village people. The scheme now has a committee which plans and executes betterment projects in collaboration with the people. Its chairman is the district officer and on it are represented all the Government departments able to make a direct contribution to the well-being of the villages. The practical approach shown by the village people to the very difficult task of community development in Yoruba areas has been most encouraging.

Another encouraging sign—in Lagos itself—is to be found in the number of people who are giving voluntary service in the boys' club movement. In the formation of management committees and the sponsorship of boys' clubs, of which there are now 25 small units registered with the Colony Welfare Office, older citizens are playing an invaluable part. Credit must be given to the younger men and women, the club leaders, who voluntarily give so much of their spare time to the service of youth.

## **Chapter 8: Legislation**

The major legislation of the year included a number of measures of the greatest importance to the development of the territory's economy. A Statement of Policy in respect of oil-palm produce, groundnuts and benniseed had been approved by the Legislative

Council in 1948, and provided for the establishment of marketing boards, designed to secure the most favourable arrangements for purchase, grading, export and marketing, to control and fix producer prices, and to allocate funds for working capital, price stabilisation, reserve, research, and regional board activities. These marketing boards, each comprising a chairman, two official members, and three non-official Nigerian members, were to be advised by representative committees, composed of an official chairman, one official member, one non-official representative of the licensed buying agents, and a majority of non-official Nigerian members. Regional Production Development Boards, to be composed of representatives of the Regional Houses of Assembly and of the representative committees, were also to be established, to dispose of funds made available by the marketing boards for development and for the benefit of producers and areas of production. The policy so approved was given legislative form in 1949 in the Nigeria Groundnut Marketing Ordinance (No. 11) and the Nigeria Oil Palm Produce Marketing Ordinance (No. 12), and somewhat similar arrangements, except as regards Production Development Boards, were made in the Nigeria Cotton Marketing Ordinance (No. 13).

Marketing arrangements for cocoa had already been embodied in the Nigeria Cocoa Marketing Board Ordinance, and this was amended (Ordinance No. 19) so as to enable the Board to make and Government to receive loans, the actual terms being a matter for negotiation in each case. The amending Ordinance also limited the Board's previous exemption from the operation of the Income Tax Ordinance.

The emphasis laid on the regional character of economic development was illustrated, also, in the Regional Development Boards Ordinance (No. 14) which established in each Region (with Lagos and the Colony counted as a Region) a Development Board to make and receive loans and finance local development. These Boards, which contain a majority of representatives of the Regional Houses in their composition, replaced the Nigeria Local Development Board, set up in 1946, which was found to be too centralised, and not adapted for the encouragement of small schemes or individual enterprise. They took over the original Board's funds, which can be supplemented by appropriation by the Legislative Council, loans from Native Authorities, and income from investment and mortgages, and they are empowered to make advances for schemes connected with public works and utilities, town and village planning, the development of village crafts and industries, land settlement and utilisation, and similar purposes. A consequential amendment to the Development Loan Ordinance was made by Ordinance No. 8.

In the hope of giving further encouragement to private enterprise in promoting economic development an amendment (Ordinance No. 16) to the Income Tax Ordinance was passed. As it was considered that local limited liability companies have now a large part to play, a scale of relief, extending over the first six years of their



operation, was provided for companies which were locally incorporated and controlled. At the same time, the rate of income tax payable by companies was made variable by resolution of Legislative Council instead of by formal amendment of the Ordinance itself.

The redemption of manillas, which had started in October, 1948, and was brought to an end in March, 1949, was enforced by the Manilla Prohibition Ordinance (No. 4), imposing a prohibition on the use of manillas as currency, and restricting the possession of manillas to 200 in any one case. Other financial measures included an amendment (Ordinance No. 5) to the Local Loans (Registered Stock and Securities) Ordinance, and a Supplementary Appropriation Ordinance (No. 20) for the year 1947-48.

A revised edition of the Laws of Nigeria had been prepared under an Ordinance of 1947, and contained the laws enacted up to 1st January, 1948. By the Revised Edition of the Laws (1948-49 Supplement) Ordinance (No. 23), the preparation of a supplement containing the laws of 1948 and 1949 was authorised, and the same Commissioner who had completed the earlier revision was appointed for the purpose.

Social legislation was represented by an amendment (Ordinance No. 1) to the Employment of Ex-Servicemen Ordinance, allowing for the fixing of a date after which no ex-servicemen who had not served in the Forces between 25th May, 1939, and 31st March, 1949, should be entitled to be placed on the register; and by an amendment (Ordinance No. 2) to the Waterworks Ordinance, providing for the control of fishing and boating in and on waterworks. An addition to the list of public holidays was made by another amending Ordinance (No. 9), modifying the Public Holidays Ordinance to allow of an extra holiday being held each year to celebrate the birth of the Prophet Muhammad.

Certain pension rights for the families of officers transferred from Palestine were secured by the Widows and Orphans (Palestine Ex-Officers) Ordinance (No. 10), and an amendment (Ordinance No. 3) to the Diplomatic Privileges (Extension) Ordinance secured for the representatives of His Majesty's Government in Nigeria the same privileges as are accorded to the representatives of foreign Powers. The British Nationality (Fees and Penalties) Ordinance (No. 22) was enacted to allow of the imposition of penalties and fees in respect of the operation in Nigeria of the British Nationality Act.

Formal or necessary consequential amendments to the Land Registration Ordinance, the Labour Code Ordinance, the Excise Ordinance, and the Native Courts Ordinance, 1948, were also made by Ordinances Nos. 6, 7, 18 and 21, and a further formal measure in respect of the substitution of United Kingdom trusteeship for the old British mandate over the Cameroons was the Mandated and Trust Territories Ordinance (No. 17).

The chief subsidiary legislation consisted of the Education Regulations (No. 17), which covered the recognition and duties of proprietors and managers of schools, the classification and registration of all teachers, the maintenance of school records, attendance, provision of religious instructions, and standards of accommodation in school buildings. The Police (Amendment) Regulations (No. 11) legislated for the discipline of the Force, and the Niger Transit Regulations (No. 14) made goods using the River Niger in transit between the sea and places beyond Nigeria subject to the Customs Regulation of 1945.

The only wage legislation of note was contained in Order-in-Council No. 26, fixing minimum wages for stevedores and dock labour at the Port of Lagos. A series of other Orders-in-Council (Nos. 30-36) extended various diplomatic privileges to the United Nations Visiting Mission to the Cameroons, and the Food and Agriculture, Educational, Scientific and Cultural, International Refugee, World Health, International Civil Aviation, and International Labour Organisations of the United Nations.

## Chapter 9: Justice, Police and Prisons

### JUSTICE

There are two kinds of law in force in Nigeria, English and native. The courts where these systems of law are administered are the Supreme Court and Magistrates' Courts, which primarily administer English law, and the Native Courts which primarily administer native law and custom. Appeals from the Supreme Court are brought before the West African Court of Appeal, established by Order in Council to hear appeals in all the West African Colonies. From decisions of the West African Court of Appeal there is an appeal to His Majesty in Council.

The Supreme Court is a superior court of record possessing jurisdiction unlimited—as regards subject matter and degree, area and persons. The court sits as a court of first instance, and as a court of appeal for Magistrates' Courts and such Native Courts as may be prescribed. Subject to certain reservations, the original, as distinct from the appellate, jurisdiction may not be exercised in any case relating to land, marriage, family status, or the succession to property which comes within the jurisdiction of a Native Court; and the jurisdiction is completely excluded in any case over which a Native Court has exercised or is exercising any of its own jurisdiction.

For the more convenient dispatch of the business of the Supreme Court, Nigeria is divided into divisions in each of which one or more Judges may be directed to sit. So far as the depleted strength of the establishment of Judges permits, three Judges now sit regularly in Lagos, and one at each of 10 centres in the Protectorate.

The original jurisdiction of Magistrates' Courts is limited to personal actions for specified amounts varying from £25 to £200 according to the grade of the Magistrate concerned, and, on the criminal side, to the infliction of punishments up to a maximum of two years' imprisonment; and the exercise of this jurisdiction is restricted in the same way as the exercise of the original jurisdiction of the Supreme Court. As regards area, a Magistrate's jurisdiction is exercised within one or other of the magisterial districts into which the country is divided. Where it is so prescribed, the Magistrate sits on appeal from Native Courts.

Juvenile Courts are established in Lagos and Calabar under an Ordinance which follows closely the provisions of the Children and Young Persons Acts. The courts are constituted by a qualified Magistrate as chairman sitting with lay assessors chosen in rotation from a panel. They deal not only with offenders, but also with children in need of care and protection, and have power to make corrective and other orders for the child's benefit as well as to inflict punishment.

Of the 22 magisterial districts each under the jurisdiction of a single Magistrate which were mentioned in last year's Report, two, owing to shortage of staff, have not yet been opened. Eight Magistrates of the first grade and two of the third sit in the Colony District, comprising the Lagos municipal area, where most of the work lies, and the Colony of Lagos.

The jurisdiction of Native Courts is limited in subject matter and degree according to grade. The limit for money claims in the lowest grade is £25; in the highest grade there is no limit. All courts have full jurisdiction in matters relating to native marriage and succession where there is no money claim, and such jurisdiction over land cases as is stated in the warrant constituting each court. Punishments ranging from 3 months' imprisonment to death may be inflicted. As regards persons, the jurisdiction is limited, briefly speaking, to Africans.

The law applied in the Supreme Court and Magistrates' Courts is that in force in England on 1st January, 1900, as modified by local legislation and by Imperial Acts extending to Nigeria. The courts may apply such native law as is not repugnant to natural justice, equity and good conscience, or to any other law for the time being in force, and must do so where the parties are natives, unless it appears that the transaction was one intended to be governed by English law, or was one unknown to native law.

The law administered in a Native Court is the native law and custom prevailing in the area of the court's jurisdiction, together with any subsidiary legislation enacted by a Native Authority and in force in the same area, and such Ordinances as the court may be authorised to enforce by order of the Governor. The application of native law and custom is subject to its not being repugnant to natural justice or morality, or the provisions of any enactment.

There were no cases of outstanding interest during the year under review.

### POLICE

The jurisdiction of the Nigerian Police Force extends throughout Nigeria and the British Cameroons. In most of the Northern Provinces outside the large towns, and in certain parts of the Western Provinces, police forces are maintained by Native Administrations also. These forces supplement the work of the Nigeria Police Force and, when possible, superior police officers are attached to the more important Native Administration Forces as advisers.

In 1949 the Nigeria Police Force was distributed amongst 141 police posts and stations. The total establishment amounted to 135 officers and 6,849 men, although the actual strength at the end of the year was only 6,123.

#### *Recruitment*

In southern Nigeria 580 recruits passed out of the Southern Training School during the year, although training had been temporarily impeded by the transfer of the school from Enugu to Ikeja. In the Northern Provinces it has in the past been more difficult to obtain suitable recruits with the necessary standard of education, and a special recruiting drive was instituted during the year, resulting in an improved intake.

#### *Training*

Seventeen officers on leave attended courses of training with the United Kingdom Police Forces, and six officers have been granted study leave to attend a course organised by the Secretary of State for inspectors promoted to gazetted rank. Accommodation difficulties in Nigeria have interrupted refresher courses, but these will be resumed as soon as the buildings are vacated at Enugu and a special school at Ikeja is available.

#### *Crime*

More than 38,000 cases were handled by the Nigeria Police in 1949 as against 34,834 cases in the previous year. Most of the increase was in respect of thefts, and unlawful possession of property, with a smaller increase in respect of manslaughter, house-breaking, and bribery and corruption. There was also an epidemic of counterfeit West African currency notes for 20s., eventually found to be manufactured mainly by photographers in the Eastern Provinces. The counterfeit notes were reported from 34 different places as far apart as Sokoto, Victoria (Cameroons), Maiduguri and Lagos.

The system of emergency telephone calls to the control room, resulting in the despatch of motor vehicles with police and equipment necessary to deal with the type of offence, proved very popular,

and early in the year it was possible to arrange radio telephonic communications between these vehicles and the control room itself.

### *Traffic*

Motor traffic units have been started in the Northern and Western Provinces, and although much has been accomplished by these units on the main roads of their Regions there is still great room for improvement in general standards of driving. Special officers are being appointed for the instruction of commercial vehicles under the new Road Traffic Regulations.

### *Riots and Disturbances*

There has been an increase in the number and seriousness of breaches of the peace, the gravest occurrence being the shooting at Enugu in November.

*Colliery Incident.* A report was received on 13th November that it was possible that a sit-down strike would develop at the mines where there had been a "go-slow" strike for some time, as the result of a dispute with the management over a claim for certain allowances. It was considered necessary to prevent the morning shift men of the 14th from entering the mines until the night shift had left, and accordingly the police were sent to the mines at 6 a.m. on the 14th. At Obwetti the miners disregarded the warning not to enter and forced their way through the police cordon by sheer weight of numbers. At Asata the police were attacked with picks and shovels and had to withdraw.

Demonstrations and resultant tension on the 14th and 15th were such that it was considered necessary in the interest of public safety to remove the considerable quantities of explosives in the mining areas, and on the 18th the police were detailed to do this. The explosives at Obwetti were removed without any hindrance, but the considerable quantity at Iva Valley could not be removed simultaneously with the others. A large crowd collected, and the situation became such that the superior Police Officer in charge gave an order to open fire, and 21 people were killed. The exact circumstances of this tragic incident were investigated by the Fitzgerald Commission.

The Colliery incident gave rise to demonstrations in Aba, Port Harcourt, Calabar and Onitsha. The main characteristics of these demonstrations were stone throwing, breaking of European stores and looting. At Aba, Port Harcourt and Onitsha police had to open fire and at Calabar a curfew order was imposed. These disorders were also investigated by the Commission of Inquiry under Sir W. Fitzgerald which was still in session at the end of the year.

During this period, considerable reinforcements were moved into the Eastern Provinces from other regions by air. All moves were

carried out successfully and the speed and flexibility of air transport proved of very great benefit to the Force in combating widespread disorder.

*Lagos.* On 1st October, Adeniyi Adele II was installed as Oba of Lagos in succession to the late Oba Falolu. Considerable opposition to the installation was expected from his opponents headed by Adedoyin Dosumu. This opposition did, in fact, manifest itself, and but for the timely intervention of the police, a serious riot would have occurred. Fighting which took place was immediately dealt with by the police and though certain civil and criminal litigation now in process is still arousing interest, no serious repercussions have so far resulted.

*Okrika.* On two occasions police had to be sent to Okrika in connection with the long-standing disputes between the Kalabaris and the Okrikas. Their presence had a salutary effect in each case.

*Awka.* On 25th April, there was a minor affray between the people of Amawbia and Awka in connection with a land dispute. Sixty-three persons were arrested and charged.

*Agbani.* On 27th August, an affray took place in Agbani District. Ninety-three persons were arrested and charged.

*Awgu.* On 19th August, a serious affray occurred between the towns of Mbowe and Lengwe in the Awgu Division, in which several hundred armed persons took part. The situation was successfully handled by the District Officer and the Superintendent of Police, Onitsha, who happened to be there on tour.

*Isua.* A disturbance necessitating strong police intervention occurred at Isua in Ondo Province during mid-February. Political friction and resentment was the root cause, and a resultant refusal to pay tax led to the disturbance, which included an attack by a mob on the Afin of the Olisua. A considerable force of Nigeria Police, under the command of three superior officers, was on the scene within a few hours, and it was found necessary to use tear smoke and batons to deal with the crowd. This effectively restored order, and a total of 64 tax-defaulters and rioters were arrested and dealt with by the court without further incident occurring.

*Torugbene.* A riot occurred in the village of Torugbene in Forcados Division during February. This was due to a dispute between two sections of the community. The police proceeded to the scene, and as a result of investigations, 33 persons were sent for trial on a charge of riot and one on a charge of murder.

*Adamawa.* In Adamawa Province an incident occurred in connection with the proclamation of one Mallam Jidda of Katsina area

who styled himself the Mahdi. He caused trouble in the Shellem area of Numan Division in December, 1948, and an Administrative Officer with an escort of six policemen was sent to arrest him but he evaded them.

In January, 1949, Jidda and his followers moved to Gombe Division of Bauchi Province and there spread his propaganda. The Assistant Superintendent of Police, Yola, and a party of 20 rank and file of the detachment proceeded to Gombe and, in company with the District Officer, made contact with Jidda and his followers at the foot of Bima Hill. Their attitude was hostile and truculent in spite of the assurance by the police that they had come on a peaceful errand, and only wanted to arrest Mallam Jidda. Without warning, an unprovoked attack was made on the police by a party of bowmen. Despite repeated warnings from the police, the attack continued and it was found necessary to open fire; four men and one woman were killed, one was seriously wounded and one gave himself up. The two latter were arraigned before the Supreme Court, Bauchi, and each sentenced to three years imprisonment with hard labour. Mallam Jidda and his principal followers escaped.

#### *Criminal Investigation Department.*

. During 1949 the Fingerprint Bureau added 13,834 more fingerprints, making a total of 190,580. Its value was shown by the fact that nearly 25 per cent of the fingerprints searched were identified.

The photographic apparatus has been enlarged and improved, and a general photographic course and a refresher course for experienced photographers has been held.

#### PRISONS

During the year, 47 prisons were maintained by the Government in Nigeria, consisting of nine convict prisons at Buea, Calabar, Enugu, Jos, Kaduna, Lagos, Lokoja, Port Harcourt and Warri; six provincial prisons at Bamenda, Benin City, Mamfe, Ogoja, Onitsha and Owerri; and 32 divisional prisons at other centres.

Convict prisons receive and retain all classes of offenders irrespective of sentence. Provincial and divisional prisons receive all classes of offenders in the area in which the prison is situated, but retain only those awarded a term of imprisonment not exceeding two years. With the exception of Buea (Cameroons) and Warri, convict prisons are administered by officers of the Prisons Department, and the provincial and divisional prisons are supervised by officers of the Administration. The daily average population of all Government prisons was approximately 7,000, and the ratio of males to females was almost 17 to one.

Following the Report of the late Sir Alexander Paterson in 1946, important changes have been made in prison administration, and a

number of reformatory measures have been introduced. The most important changes were :

- (a) The introduction of an "Earnings Scheme" whereby all long-term first offenders may earn a small monthly wage.
- (b) The segregation of first offenders from habituals completely by night and up to 70 per cent by day.
- (c) The appointment of paid chaplains to the convict prisons.
- (d) The introduction of organised prison libraries.
- (e) The concentration of long-term women prisoners in the larger prisons, a measure which helped voluntary workers in their task of re-educating the prisoners.
- (f) A scheme which enables good conduct long-term prisoners (first offenders and recidivists) to be visited at Government expense by relatives and friends, thus maintaining home ties.
- (g) The creation of an after-care organisation.

The total warder establishment on 31st December, 1949, was 1,288 ; there were also 25 trade instructors.

Two young African cadets, selected last year from over 700 applicants, proceeded to the United Kingdom in September, 1949, for a six month course of instruction, which included prison administration, social welfare and probation. If successful in their studies they will, subject to satisfactory reports, be considered for promotion to the rank of Assistant Superintendent of Prisons on their return to Nigeria.

The Warders' Training School was established in 1947 at Enugu, in the Eastern Provinces, and is under the command of an officer who was formerly a member of the staff of a similar school in the United Kingdom. Three courses were held during 1949, and 240 recruits qualified for establishment as warders. The curriculum of the school was recently revised to bring the training as much as possible in line with the system as practiced in the United Kingdom, due regard being paid to the conditions prevailing in Nigeria. Each course is concentrated and severe, and a high standard of discipline is maintained. Recreational facilities include badminton, tennis and football, and there is an indoor recreation room which contains, among other things, a library.

Building has continued to take a large part in prison activities, and under the supervision of the new technical instructor, additions to, and improvements of, existing cells and dormitories have been made in all the convict prisons. Many warders' quarters were built during the year, and work on the construction of three houses for superintendents, begun late in 1948, was completed.

The majority of long-term prisoners are employed in the workshops of the convict prisons and there has been a steady demand for prison-made articles. These industries are adapted, as far as possible, to meet the requirements of Government departments, and



the prisons do not compete with cottage industries. Work is occasionally undertaken for members of the general public, but higher prices ensure that the least possible injury is done to the small tradesmen. Power-driven machinery worth £3,000 was received from the United Kingdom during the year, and it is hoped that it will, in due course, increase production to a marked extent.

Paid prison chaplains, representing the principal denominations, are appointed to five of the large convict prisons, and in all prisons priests and laymen hold regular weekly services.

Discipline in the convict prisons was well maintained during the year, and there were no untoward incidents. Corporal punishment for prison offences is now reserved for the three most serious forms, i.e. mutiny, incitement to mutiny and assaults upon prison officers. During the year under review, the number of whippings for prison offences was 30 while the average annual number of whippings for the period 1944-49 was 64.5.

The Prison Department has an official organisation for aiding prisoners on discharge employing five paid after-care officers, and, during 1949 these men have worked hard and well in spite of great difficulties. In the convict prisons, all prisoners were interviewed on admission and before discharge, and it was found possible, subsequently, to place a number of them in employment. Some 700 men and women received pecuniary aid on discharge, and all ex-prisoners on release were provided with free transport to their place of conviction, or home, whichever was the nearer. A number of long-term prisoners received the tools of the trades which they had been taught in the prisons, and, so far as can be ascertained, the majority of them are now earning an honest living.

Organised educational facilities will shortly be available for such prisoners as are capable of benefiting by them, and provision has been made for the appointment of two qualified teachers. Many prisoners are of an age not to take kindly to education, but there are several hundred young long-term men who are likely to show a genuine desire to learn and to benefit by the experiment.

Vocational training has for many years been an important feature of the prison administration, and approximately 1,200 long-term prisoners are employed daily in the trades of smithery, carpentry, tailoring, boot and shoe repairing, brickmaking, bricklaying, printing, basket-making, cloth-weaving, mat-making and furniture-making.

Prison libraries have been established in two convict prisons, and 6,000 books were purchased during 1949 for libraries which will be set up in the other convict prisons.

The policy of separating first offenders from recidivists was pursued vigorously during the year, but much depends on the provision of separate institutions for first offenders. The establishment of a prison camp at Kaduna, in the Northern Provinces, has been

approved in principle, and it is expected that work on the project will commence in 1951. It is planned to accommodate approximately 500 long-term first offenders, and the training would have an agricultural bias.

Most long-term women prisoners are now concentrated in the convict prisons, and it is in consequence possible to employ them on work which has training value. Voluntary workers attend the prisons in the evenings, and classes in handicrafts, domestic science and kindred subjects are much appreciated by the prisoners.

An approved school at Enugu is administered by the Prisons Department, and is under the control of a principal who was formerly an officer of the Borstal Service in the United Kingdom. The school has a population of approximately 200 lads between the ages of 7 and 18, and the buildings are comparatively new and modern. The average period of detention is  $4\frac{1}{2}$  years, but the principal may at any time recommend the release of a boy should the circumstances warrant such a measure. The school employs a staff of 14 teachers and 6 trade instructors. As most of the boys are illiterate on admission, it is not possible to reach a high standard of education before they are discharged. Industrial training in the common trades is carried out daily and most of the boys acquire at least the rudiments of the trades for which they have an aptitude before they are returned to their homes. The average cost of maintaining a boy per school day is 1s. 4d., and the average cost of feeding him is 11d. All boys are given a gratuity of £4 on discharge, but in many cases tools are given in addition. For the first six months after discharge, the school authorities keep in touch with the boys and not infrequently give them additional help.

The health of prisoners was again most satisfactory, and all prisons have been free from the more serious forms of infectious disease.

All persons with sentences of three months or over are weighed monthly, and this is a valuable index to the general state of health of the prisoners. Special attention is given by the Prison Medical Officer to those found to have lost weight and invariably they are given increased diets. The records show that more than 80 per cent of all persons admitted to prison gain in weight during the course of their sentences.

## Chapter 10: Public Works and Utilities

### WATER SUPPLIES

Urban water supply schemes still show little progress, due primarily to shortage of staff. A secondary cause of delay is the time taken in planning and estimating and the subsequent need for consideration by local authorities of the financial arrangements, since it is incumbent on them to meet part of the capital and all of the operating

costs. Water is now being delivered to the town at Minna and the scheme is complete except for a few minor details. With the arrival of material a good start has been made with the extensions to the Lagos supply which, when completed, will deliver about 10 million gallons per day, about double the present capacity. Work on the Sokoto supply is proceeding, and part of the proposed schemes at Jos and Ogbomosho have been completed. The Warri and Abakaliki schemes still await pumping plant to complete the work in hand. Schemes have been submitted for consideration to the local authorities of Maiduguri, Makurdi, Ilesha, Owode and Offa. A contract has been made for the construction of the Ilorin water supply and work has now started.

Better success has attended the rural water supply scheme and the number of water points completed greatly surpasses that in any previous year. The improvement is due to the hard work being put in by all concerned under very trying conditions and despite lack of equipment and transport, which is only now beginning to arrive. With this improvement in supplies the progress in coming years should be even greater than that now reported. Progress in drilling has been unspectacular and there was even at one time a threat that work would have to close down because of the non-arrival of casing and the depletion of expert drilling staff. A project which may have far-reaching effects is a contract for the drilling of three deep bore-holes in Bornu Province. These holes may reach a depth of 4,000 feet each at which depth, it is hoped, water under artesian head may be encountered. No particular difficulties were experienced during the year in maintaining the existing Government and Native Administration operated supplies, apart from the fact that most supplies now require extending to meet the ever-increasing demands for which many of them were not designed.

#### ELECTRICITY SUPPLIES

There are 10 electricity undertakings owned by Government, and four by Native Administrations. The Government undertakings at Jos and Vom purchase current in bulk from the Nigerian Electricity Supply Corporation for distribution to consumers.

The largest undertaking is in Lagos, where plans for a new 75,000 k.w. power station at Ijora are in hand. The station will be one of the largest and most up-to-date steam power stations in Africa, north of the Equator. Two turbo-alternators, each of 12,500 k.w. capacity, have been ordered, and two further generating sets, each of 25,000 k.w. will follow as the load develops. The station will afford an ample supply of electricity to Lagos and the mainland areas for many years to come. The erection of new sub-stations and the laying of new cables to strengthen the distribution system have been started.

Necessary materials have also been ordered for a new power station at Enugu, designed for 20,000 k.w. capacity to meet the rapidly

growing demands of the town, the mechanisation programme at the Collieries, and possible mining and textile developments.

Construction work has also started on the Njoke hydro-electric scheme, which will serve a large plantation area in the south part of the Cameroons. The civil engineering work is being carried out by a local firm of contractors.

There has been much improvement in the delivery of generating plant, but development schemes and maintenance work are still very seriously affected by the difficulty of obtaining suitably qualified and experienced engineers.

#### GOVERNMENT BUILDING

In addition to other main public services, the public Works Department is responsible for the construction and maintenance of public buildings, staff quarters, sawmills and drainage.

There is in hand a large-scale programme of building estimated to cost over £2,000,000. It includes a trade centre and technical institute at Yaba ; an oil palm research station at Benin ; hospitals at Onitsha, Abakaliki and Kano ; trypanosomiasis research buildings at Kaduna and on the Plateau ; women's training centres at Kano and Enugu ; a police training centre at Ikeja ; and quarters at various centres all over the Territory.

Catering rest-houses have also been completed at 25 important centres, and buildings for civil aviation radio operation are under construction at 11 airfields.

The sawmills and woodworking shops at Ijora were working to capacity during the year, but were handicapped by serious breakdowns to plant caused by lack of adequate replacement during the war years. The output of sawn timber was 621,000 cu. ft., as against 440,000 cu. ft. in 1948.

The Department maintains its own fleet of motor vehicles and other mechanical plant. At provincial centres new workshops have been built, and extensions made to those already existing. The central stores are at Ijora, with regional stores at Kaduna, Ibadan, and Port Harcourt. Supplies have improved, although many works have been held up by slow delivery of sanitary fittings and roofing materials. Receipts from all sources amounted to £1,875,145 and issues to £1,592,293, as against £1,103,000 and £984,000 respectively in 1948.

#### BROADCASTING

A broadcasting station has been installed at Lagos. The transmitting apparatus was improvised by the Posts and Telegraphs Department and regular programmes are now broadcast. Reception has not been good in all areas or at all times of day, but the station has attracted a large number of listeners and has done pioneering work

which will be of value when the permanent national transmitter is installed and a full-scale broadcasting service established.

There are 10 wired broadcasting centres at Lagos, Kano, Ibadan, Abeokuta, Zaria, Port Harcourt, Calabar, Jos, Kaduna and Ijebu-Ode with over 9,000 subscribers.

## Chapter 11: Communications

### ROADS

The following table shows the mileage of roads in Nigeria :

(a) <i>Government Maintained Roads</i>	
Bituminous surface . . . . .	721 miles
Gravel or earth surface . . . . .	6,193 "
(b) <i>Native Administration Roads</i>	
Bituminous surface . . . . .	17 "
Gravel or earth surface (including dry season tracks) . . . . .	19,008 "
(c) <i>Township</i>	
Bituminous surface . . . . .	97 "
Gravel or earth surface . . . . .	206 "
Total . . . . .	26,242

The increase over last year's figures, of 297 miles, is due to new construction.

During the year under review, further progress was made with the road construction programme under the Colonial Development and Welfare Scheme.

The more important trunk roads under construction are shown below :

<i>Lagos-Ikorodu Road (13 miles)</i>	}	These two roads are links on the main north-south route. Work on the Lagos-Ikorodu road was mainly on bridge sub-structures. Several large bridges are under construction in difficult deltaic country.
<i>Shagamu-Asha-Ibadan Road (27 miles)</i>		
<i>Kano-Eastern Road (106 miles)</i>	.	Further progress was made and major bridging started.
<i>Mokwa-Kontagora Road (89 miles)</i>	.	Open to traffic, but not complete. This shortens the route from Sokoto to the south.

<i>Yola-Wukari Road (234 miles)</i>	.	.	Further progress was made. The road is a link on the east-west lateral road from Ilorin to Yola.
<i>Bansara-Mamfe Road (108 miles).</i>	.	.	Open to light traffic. Work started from the Mamfe end.
<i>Kontagora-Bukwium-Sokoto</i>	.	.	Little progress was made.
<i>Ijebu-Ode-Benin Road</i>	.	.	Work has progressed and a start made on the large bridge over the River Oshun.

Further improvements to existing trunk roads were made, including bituminous surfacing. Many inadequate timber bridges require replacement by permanent steel structures, and in addition, the essential culverting and drainage require to be brought up to a satisfactory standard ; this work is in hand.

Surveys and plans were made for a number of large bridges, and as steelwork is now coming forward, it is hoped that progress will increase, although severe shortage of technical staff has again been a limiting factor. There is still a great amount of detailed survey and design work to be done even on projects already in hand.

#### AIR SERVICES

The year has shown continued expansion of air services and development of ground facilities. All airfields in regular use are connected by the aeronautical fixed telecommunications service, and radio beacons have been installed at most of them. In spite of a temporary set-back in the middle of the year, due to loss of one of its aircraft, West African Airways services have continued to develop and connect all important centres in Nigeria. The service at Dakar is now being operated by "Wayfarers" and a new service at Khartoum was inaugurated with the same type of aircraft.

International air traffic has increased, and Kano and Lagos together now handle a total of about 1,000 movements a month. During the year there were over 20,000 aircraft movements at Nigerian airfields.

Following the African-Indian Ocean Regional Meeting in London in March, further developments have been made, or are planned, in regard to telecommunications, air traffic control and airfield development. A preliminary survey for a new runway at Kano has been made, and an all-weather runway at Tiko will shortly be built. Work will soon start on hard-surfacing No. 2 runway at Lagos Airport, which will then become the main runway.

During the year several Nigerians have been trained in air traffic control duties and will shortly be posted to certain secondary airfields.

A detachment of No. 82 Squadron, R.A.F., has again carried out a photographic survey and a detachment from No. 27 Squadron has also been stationed at Lagos Airport.

#### RAILWAY

##### *Finances*

The revised estimates for the year which ends on 31st March, 1950, indicate that revenue will be £80,000 less than the sum of £6,484,150 which it had been hoped to earn, and that, on the other hand, expenditure, excluding depreciation of investments, might be expected to show a saving of £103,000 on the original estimate.

Unfortunately, however, there has in the past year been a severe fall in the value of investments and the Railway has to face depreciation to the extent of £250,000. There exists the recently formed Investments Depreciation Account with a reserve of £104,000 but the balance of £146,000 must be borne by Railway revenue: consequently, the net result of the year's working (1949-50) will probably be a loss of £125,000. This is the more unfortunate in that a number of rate increases were made at the beginning of the year with the intention of providing a small surplus to be used to augment the reserve fund, the total of which still stands at £1,000,000. This reserve is totally inadequate as a safeguard against future recession in rail traffic. At the present rate of spending a reserve of £3,500,000 is required, but the prospects of accumulating such a sum are poor, and vigilant control of expenditure is essential.

The high rate of capital and renewals expenditure continues. The greater part of the demand for locomotives and rolling stock has been satisfied, but there is a large number of major civil engineering works to be undertaken. The five-year programme for the augmentation and renewal of the Railway's capital equipment was estimated in 1947 as likely to cost £8,500,000, and of this more than £4,500,000 has already been spent. Of the funds so far utilised the Railway itself has provided more than one half, from the renewals fund and from surpluses, and the remainder, amounting to a little over £2,000,000 has been borrowed on a short-term basis from the Joint Colonial Fund. It had been hoped to repay these borrowings, and any further which might be necessary, from surpluses earned over the next ten years, but it may be necessary to resort to permanent borrowing unless greater economy of maintenance, increase in works output and efficiency of operation can be achieved.

##### *Railway Extension*

Approval has been given to carry out a survey of Bornu Province for an extension of the railway from Nguru to Maiduguri. This is one of the projected extensions contemplated thirty years ago by Lord Lugard, who thought that it would open up the vast plains of Bornu, the soil of which is regarded as very suitable for cotton

cultivation, and that it would secure the trade of the whole Chad Basin as far as the Egyptian Sudan. This consideration still prevails and in addition it has been shown that Bornu can grow other crops of equal importance, such as grain, groundnuts and rice, and support vast flocks of sheep, goats and herds of cattle.

Three possibilities of railway extension into the Bornu Province have at one time or another been seriously contemplated. They are :

- (a) from Lafia, some 60 miles north of Makurdi, a distance of over 400 miles ;
- (b) from Rahama, a distance of some 300 miles ; and
- (c) from Nguru, a distance of some 200 miles through Gashua and Damaturu.

The route from Nguru has been chosen not only because it is the shortest but because this extension will, throughout its full distance, traverse country which is almost completely flat, and so greatly simplify and speed up the work of construction. The area between Gashua and Damaturu, which at present is served only by a light dry season road, is to a large extent undeveloped.

### *Traffic*

With the long awaited arrival of new locomotives and wagons it was possible, for the month of October, to reach the monthly target railment figure of 40,000 tons of groundnuts, the actual figure being 42,317 tons. Unfortunately, in November and December, the Railway was short of coal on account of the coal strike, and railings were accordingly restricted. There was also abnormally low water in the River Niger, causing a considerably reduced rate of evacuation of groundnuts by way of Baro.

### *Train Services*

With the arrival of additional third-class coaches it has been possible to provide for improved passenger train services throughout the railway, there being an additional limited train each week between Lagos and the north, and another between Enugu and the north. Additional local and semi-local passenger trains were introduced between Iddo, Lafenwa, Ibadan and Offa, with corresponding increases in branch line trains. Unfortunately, these services also were upset by the shortage of coal during the colliery strike. Still further improvements are planned as further coaches become available. It is a matter of interest to record that the new third-class coaches are provided with upholstered seats and other improvements.

Four new 32-seater passenger buses have now arrived and are being put into operation for the conveyance of passengers by the Railway Motor Department on the Gusau-Sokoto road.



*Civil Engineering*

A vast building and expansion programme has severely overtaxed the civil engineering section, but the relaying of the line between Jebba—Minna, including several re-alignments between Zungeru and Minna, has been completed and the major work of regirdering of Akerri Bridge is well in hand. Relaying between Zaria and Kano, using pre-assembly methods, has made excellent progress, and it is hoped to complete 50 miles before the end of the year which, considering that the work has to be carried out without interference to the passage of trains, is a creditable rate of progress.

Technical staff is still very far short of requirement for works on hand, and progress on smaller building projects has been very slow and often costly on account of the lack of efficient supervision. For some of the major items of re-building it was possible to obtain the assistance of the Crown Agents who sent out a survey party to plan the necessary re-modelling, and it is hoped work will soon begin.

## SHIPPING

Elder Dempster Lines again maintained a regular three-weekly ocean mail service between Lagos, Takoradi, Freetown, Las Palmas and Liverpool. They also have a small passenger vessel operating between Lagos and Cape Town, and frequent cargo and intermediate services connecting Nigeria with Canada, U.S.A., United Kingdom and Europe. Three United States shipping firms maintain regular connections between Nigeria, the Belgian Congo, Luadna and the U.S.A., while French and Dutch firms also provide cargo and passenger services. The United Africa Company and John Holt and Company have regular intermediate freighters trading between the United Kingdom and Europe and West African ports.

Government vessels maintained a weekly sailing between Lagos and Port Harcourt, and fortnightly sailings connecting Lagos with Calabar and Victoria. Regular coastal services are also operated by Elder Dempster Lines, United Africa Company and Samuel Hough and Company.

The two chief ports are Lagos and Port Harcourt, at both of which pilotage is compulsory. During 1949 Lagos pilots handled 3,119 vessels (as against 2,190 for 1948) and 594 vessels were handled by pilots at Port Harcourt. Increased use was also made of the port of Tiko in the Cameroons, whence bananas are shipped to the United Kingdom by Elders and Fyffes. Constant dredging is required not only at Lagos but also at the Escravos Bar, giving entrance to the delta ports of Burutu, Sapele and Warri, and an investigation has been carried out by experts to determine whether increased depths can be obtained and maintained.

## POSTS AND TELEGRAPHS

The expansion of the postal services continues. There are now 134 post offices in the country and 441 postal agencies. During the year post offices affording full public service were opened at Gudi, Ifo, Auchi, Ikirun and Issele-Uku, replacing former postal agencies and a temporary post office was opened in a reconstructed army mobile wireless van at Idungbo in Lagos. The parcel traffic is still increasing, particularly to and from the United Kingdom. House-to-house delivery of correspondence in urban areas has been improved and rural postmen were introduced into 49 districts. The recent revision of the internal air services has resulted in an increase in the frequency of despatch over nearly all routes and an improvement in the internal mail services has been effected over one launch and eight motor routes.

New telephone exchanges with trunk facilities have been opened at Gusau, Funtua and Ifo and public call boxes with trunk facilities at Ado, Ekiti, Ikerre Ekiti and Issele-Uku. New switchboards to replace the old and over-loaded boards at Ibadan, Enugu, Calabar and Onitsha have been received. The first two are now being installed, but those for Calabar and Onitsha await the erection of new buildings to house them. A third extension to the Lagos exchange has been completed bringing the total capacity to 1,600 subscribers. No further extension to this exchange is possible and further expansion must await the installation of the new automatic exchange now on order. Equipment for the Port Harcourt automatic exchange has been received. The installation work, which is in hand, was held up by late delivery of the air conditioning equipment and associated power plant. New exchanges in the Colony area are being installed at Ikeja, Oshodi and Ikoyi. The number of applicants for telephones on the waiting lists in the larger exchange areas increased during the year. Little can be done to reduce these lists until larger exchanges have been installed and additional underground cable laid. Equipment and cable which were ordered over two years ago are now arriving.

The Oshogbo-Akure trunk line has been reconstructed and new trunk lines have been completed between the following places : Zaria-Funtua-Gusau, Uyo-Abak, Akure-Ikerre-Ado Ekiti, Aba-Owerri, Ife-Illaro, Onitsha-Ogidi, Warri-Ughelli and Oshogbo-Ede. Work is in progress in providing trunk lines on the following routes : Kano-Katsina, Gusau-Sokoto and Port Harcourt-Degema. The installation of the three-channel carrier telephone equipment is still held up on account of a shortage of skilled staff to undertake the work. New telephone circuits were opened to Ado Ekiti, Ifo and Abak and a wireless circuit to Nsukka. A telegraph circuit between Warri and Ughelli is nearing completion.

New radio distribution services were opened at Ijebu-Ode and Kaduna and the work on the Enugu and Katsina installations is

nearing completion. Village community listening radio receivers have been set up at Badagry, Ikorodu, Shagamu, Ilaro and Epe. Radio telephone and telegraph links between Ebute Metta, Zaria and Enugu have been installed for the Railway Administration and a radio telephone link between Lagos and Port Harcourt has been provided for the Marine Department. Equipment for wireless communication between Lagos and ships of the Marine Department when at sea has also been erected.

The Post Office Savings Bank deposits increased during the year from £2,386,000 to the record figure of £2,989,000 and there has been an increase in money order and postal order business. Universal Postal Union commemorative stamps to the values of 1d., 3d., 6d. and 1s. were on sale from 10th October, 1949. Air letter forms bearing printed 1d. postage stamps were introduced on 1st October for use on the internal mail services and a similar O.H.M.S. airgram form has also been made available.

## Chapter 12: General

### GEOLOGICAL SURVEY

In addition to the headquarters of the laboratory services and museum at Kaduna Junction, two branch offices have been maintained throughout the year at Jos and Enugu, the former serves the day to day geological needs of the tin mining industry, and the latter has been used as a centre for continued exploration of the coals and lignites. Field parties have carried out widespread investigations in all three Regions and in the Cameroons. Close and cordial contact has been maintained with the geological branches of companies engaged in the search for and winning of minerals.

The principal lead-zinc orebodies of Ogoja Province and the Benue Valley have been examined and a general study of the cretaceous stratigraphy has been made. In collaboration with the mining companies concerned and with members of the staff of the Royal School of Mines, London, the departmental laboratory has attempted with some success, to develop a geochemical technique of prospecting for lead-zinc orebodies by the detection of minute traces of those metals in waters, soil and vegetation.

The investigation of the lignites of the Western Provinces and the lateral extension of the coals of the Enugu area, commenced in the previous year, has been pursued and preliminary examination by boreholes and shafts has been carried out on low-grade coals in Bauchi Province. Concurrently with the latter work, the limestones of the Gongola valley were examined.

The geological survey of the Ife-Ilesha goldfield has been concluded, and a report will shortly be published. General geological mapping in Kabba Province has been continued with special economic reference to limestone, iron ore and the pegmatites.

The activities of the department in connection with projected water supplies continue to be of great importance, and in addition to serving the numerous day to day requests for advice, a comprehensive geo-hydrological survey has been conducted in the Biu area. The geographer attached to the department carried out soil conservation studies in both the Plateau and Onitsha Provinces.

Early in the year, field investigation of the potential resources of radioactive minerals was carried out by the Atomic Energy Division of the Geological Survey of Great Britain. The work was principally directed to the Plateau tinfields where it was considered that by-product concentrates of the radioactive minerals monazite and thorite could be obtained in the treatment of tin and columbite alluvials. The interest of the mining community was raised and still further stimulated by the subsequent offer of the Ministry of Supply to purchase concentrates of specified grade and quantity. In order to assist in the search for radioactive minerals, the department now possesses three Geiger-Mueller Counters of the latest pattern.

#### ANTIQUITIES

The art of Nigeria was featured prominently in London during "Colonial Month". Exhibitions were held at the Zwemmer Gallery of "Nigerian Masks and Head-dresses" and at the Royal Anthropological Institute of "Traditional Art of the British Colonies". In the latter Nigeria took a prominent place both in the number and in the artistic merit of the examples shown. These exhibitions served to emphasise how rich Nigeria is in the artistic field and there remains a very wide scope for future archaeological research.

At the beginning of the year the Government Archaeologist started at Ife preliminary excavations which brought to light a further collection of ancient terra-cottas in the characteristic and accomplished style of that place. The museum there has been completed and will be opened during 1950. The building of a museum has been started at Jos for the archaeological collections of the Plateau area.

The Third Session of the International Conference of West Africa took place at the University College of Ibadan in December and was attended by anthropologists, scientists and historians from Nigeria and the Gold Coast and from the French, Spanish and Portuguese West African Colonies. The Conference divided into three sections and heard papers which were the product of original research by workers in West Africa into the human, biological and physical aspects of science. During the Conference an exhibition was held on the principal ancient Nigerian bronzes which were thus brought together for the first time in one place.

The Antiquities Survey has continued to purchase whenever possible old Benin works from abroad but many more specimens will be needed before Nigeria will have a collection sufficiently large and

representative for its needs. An attempt to recruit a museum technician to instruct Africans in museum work has up to the present been unsuccessful.

#### VISITORS

Courtesy visits were paid during the year by Governors of some of the adjoining French territories.

In the early part of the year, Mr. C. W. M. Cox, C.M.G. (now Sir Christophor Cox), Adviser on Education to the Secretary of State for the Colonies, spent three months in the territory, and visited every Region.

In September Dr. W. C. Lowdermilk, the American soil scientist, made a study of local problems of soil and water conservations, and three Agricultural Research Administrators from the United States also visited Nigeria in order to assess how the Economic Co-operation Administration could best assist Nigerian agricultural development.

A Visiting Mission of the United Nations Trusteeship Council spent the greater part of November in the Cameroons examining social and economic development.

The visits of His Majesty's ships of war were continued with visits late in the year by the sloop H.M.S. *Nereid*, and then by the cruiser H.M.S. *Nigeria* wearing the flag of Vice-Admiral E. D. B. McCarthy, C.B., D.S.O., Commander-in-Chief, South Atlantic.

#### CONFERENCES

Nigeria was represented at the following conferences held during 1949:

- (1) the African Regional Scientific Conference, in October at Johannesburg, attended by delegates from African territories south of the Sahara.
- (2) the Land Utilisation Conference, in November, at Jos, attended by delegates from British colonial territories in Africa.
- (3) the Indigenous Rural Economy Conference, in November at Jos, attended by delegates from British, French, Belgian and Portuguese colonial territories in Africa.
- (4) the International West African Conference, in December at Ibadan, attended by geographers and naturalists from British, French, Portuguese and Spanish territories in West Africa.

#### SPORT

A Nigerian Football Association team toured England in August and September. The tourists played nine matches, mostly against amateur representative sides and leading amateur clubs, and won two and drew two of their matches. They proved a great popular attraction wherever they went.

## PART III

### Chapter I: Geography and Climate

NIGERIA is situated on the west coast of Africa on the shores of the Gulf of Guinea, and is entirely within the tropics. It is bounded on the west and north by French territory and on the east by the former German Colony of the Cameroons, a small portion of which is held by the United Kingdom as Trust Territory. This is administered as an integral part of Nigeria. The total area of the territory, including the area of the Cameroons under British trusteeship, is 372,674 square miles.

Along the entire coastline of Nigeria lies a belt, from 10 to 60 miles in width, of mangrove swamp forest intersected by the branches of the Niger Delta and other rivers, which are interconnected by innumerable creeks. The whole constitutes a continuous waterway from beyond the western boundary of Nigeria almost to the Cameroons. North of this region is a zone from 50 to 100 miles wide of tropical "rain forest" and oil-palm bush, which covers the greater part of the central and eastern provinces of the south. Beyond this the vegetation changes, as the elevation rises, from open woodland to grass savannah, interspersed with scrubby fire-resisting trees; this covers the greater part of the Northern Provinces, except the extreme north, where desert conditions prevail. Nigeria possesses few mountains except along the eastern boundary, though parts of the central plateau rise over 6,000 ft. above sea level. In addition to the Niger and Benue, which, during the rainy season, are navigable by steamers as far as Jebba and Yola respectively, there are various important rivers, of which the Cross River is the largest. Except for Lake Chad in the extreme north-east there are no large lakes.

In a country of this size the physical conditions vary greatly from one area to another. The very great extent of what is now the Niger Delta has gradually taken its present form in the course of centuries, owing to the quantities of sand brought down by the River Niger itself from its upper reaches, and which have pushed the sea further and further back. Mangrove-trees flourish in this shallow water, and act as a cementing influence, but there is little solid land, and until the zone of tropical forest is reached farther to the north almost nothing is produced, the people living by fishing and trade.

Farther inland the belt of tropical forest varies from 50 to 100 miles in width, and contains not only an abundance of oil-palms,

but also mahoganies, irokos and other valuable furniture woods. Very serious inroads have been made into the virgin forest by centuries of shifting cultivation, and the bulk of vegetation consists of secondary growth, many different species growing together in the same area. There is a considerable amount of cultivation in the forest zone, but few signs of this are visible from the roads, since it takes place in clearings usually screened by thick bush.

North of the forest belt the country gets more and more open, until in the extreme north it approximates closely to desert conditions. One remarkable feature of the Northern Provinces is the Bauchi Plateau, which rises in places to heights of 6,000 to 7,000 ft. above sea level.

The River Niger enters the territory from the north-west, and is joined by its principal tributary, the Benue, at Lokoja, about 340 miles from the sea. From here it flows due south into the Delta area, which extends along the coast for over 100 miles and for about 140 miles inland.

Although Nigeria lies entirely within the tropics, the climate of its northern regions is, in fact, more nearly of sub-tropical than of tropical type, for there is a long dry season from November to April, when there is considerable diurnal variation of temperature, and the harmattan wind blows from the desert laden with fine particles of dust. The climate of southern Nigeria is more characteristically tropical; the rainy season there is long, and the relative humidity and temperature vary comparatively little throughout the year. It would be a mistake to assume, however, that the climate of Nigeria in any given year could be predicted with any precise accuracy. In 1946 in large areas of the Southern Provinces there was a long drought in the months of June and July, when rainfall is usually at a high level. The normal annual rainfall, however, varies from upwards of 150 in. at Akassa, Bonny and Forcados to under 25 in. at Sokoto and Maiduguri. Mean temperatures are naturally higher in the arid areas of the north, and a maximum of over 110 degrees is not uncommon at Maiduguri, whereas in Lagos it does not, as a rule, greatly exceed 90 degrees.

## Chapter 2: History

### (a) EARLY HISTORY

Nigeria has been described as "an arbitrary block of Africa." Its ancient history is largely lost in the mists of legend and little accurate data is now available. The interior first became known to Europeans in the first half of the nineteenth century. All that can be stated with certainty is that at this time the open country was, and had been for a considerable period, inhabited by peoples of Negroid and Berber stock. In many parts of the forest zone, on the other hand,

which stretches in a belt from 50 to 100 miles wide running laterally from west to east along the northern fringe of the coastline creeks, there dwelt a number of negro tribes with a more primitive social organisation and a lower standard of life. There were over 100 small tribes of the Bauchi Plateau, these probably being part of the original inhabitants of the territory who took refuge in this broken hilly country when successive waves of conquerors pressed their fellows southwards to the sea.

At the time of European penetration of the country the tribes with the most advanced social and political organisation were the Yorubas and the Binis in the south and the Hausa, Fulani, Kanuri and Arab tribes in the north. Tribal tradition holds that the Yorubas originated in Ile Ife, where God first created man, and although the extent of the territory under the direct control of the Oni of Ife was seriously curtailed in the nineteenth century Yoruba civil wars, Ife is still recognised as the spiritual headquarters of the race, and the Oni enjoys a position of peculiar influence as the custodian of the tribal relics. What is certain is that the Yorubas were established in the territory they now occupy at a fairly early date. Their precise origin is not known, but anthropologists have thought it probable that they were not of negro blood, having acquired their present physical characteristics largely by inter-marriage with the indigenous negro population.

Up to the beginning of the nineteenth century, the Yoruba kingdom occupied a large area which may at one time have extended from the Niger as far even as Accra and thus have included the greater part of what is now Dahomey. Certainly tribute was collected from Dahomey until as late a date as 1817. Over this wide area, occupied by a number of different clans founded by descendants of Oduduwa, the first Oni of Ife, the Alafin of Oyo had probably risen to a position of practical suzerainty which he exercised, with a varying degree of success, over a long period. The nineteenth century, however, saw the complete disintegration of the Yoruba kingdom. Trouble with the Fulani to the north resulted in the sack of Oyo and the establishment of a Fulani emirate in what had been one of the richest of the Yoruba Provinces. Central authority, probably never very strong, collapsed and the Yoruba clans entered on a period of civil war which, fanned by the necessity of meeting the insatiable requirements of the lucrative slave trade, was to last intermittently for nearly 70 years.

The dangers of war were probably responsible for the establishment of the Yoruba colony of Lagos, since the first settlement in the neighbourhood was at Èbute Metta on the mainland, the inhabitants moving first to Iddo and then to Lagos island as conditions rendered their original site increasingly less secure. The Lagos White Cap Chiefs are the descendants of these original immigrants whose position as land owners is still recognised although a later heavy influx of Binis largely altered the character and distribution of the



population, the Binis eventually becoming the dominant factor probably as early as about 1600.

Benin had at this time become a powerful and independent Kingdom. The King, or Oba, had already thrown off any suzerainty previously exercised by the Alafin of Oyo and was nominally an absolute ruler, but the real power came to be wielded by the fetish priests who created a reign of terror maintained by wholesale human sacrifice which was only finally overthrown by the British occupation.

Of the early history of the Hausa-speaking tribes of the Northern Provinces there is also little accurate documentary evidence, possibly through the destruction of early written records by their Fulani conquerors, though this view has been challenged by acknowledged authorities. But the pagan Hausas were certainly established over large areas of the Northern Provinces prior to the spread of Mohammedanism which, making rapid progress sometime about the thirteenth century, affected greatly their social and political organisations. These came to be based very largely on Islamic law and doctrines.

The infiltration of the Fulani people into Northern Nigeria probably began on a large scale in the thirteenth century. Whilst many settled in the towns and intermarried with the Hausa population, others have retained until the present time both their pastoral habits and the purity of their racial characteristics. A quarrel with the pagan king of Gobir led in 1802 to the initiation of a religious war on the part of the Moslem Fulani under the leadership of a sheikh named Uthman dan Fodio. Out of this war grew the Fulani empire, extending over the emirates of Katsina, Kano, Zaria, Hadejia, Adamawa, Gombe, Katagum, Nupe, Ilorin, Daura and Bauchi, all owing allegiance to Uthman dan Fodio's son Bello, the Sultan of Sokoto, as the Sarkin Musulumi or Commander of the Faithful. The independent power of this empire was finally overthrown by the British occupation, but the Fulani were able to maintain their rule for nearly 100 years, showing—in the early stages, at all events—marked administrative ability.

The Fulani empire was never co-terminous with the present Northern Provinces boundaries. A number of pagan tribes on the central plateau and in the area of the Benue valley were never brought into subjection. Foremost amongst the peoples who successfully resisted the invasion were the Kanuri of Bornu. This was largely due to Muhammed El Kanemi, who restored the position after the Sultan of Bornu had suffered a preliminary defeat by the Fulani, and went on to exercise the power of virtual ruler of the country, although the Sultan was restored to the throne as a figure-head.

The tribes of what is now south-eastern Nigeria have little or no known early history prior to the British occupation, with the exception of certain of the coastal peoples, who were long known as keen and enterprising traders. Since the establishment of the Protectorate

however, the rapid spread of education has brought great changes in a number of directions, and both the Ibos and the less numerous Ibibios now exercise an important influence on the social, economic and political life of Nigeria.

#### (b) BRITISH OCCUPATION

Neither the acquisition by the British Crown of the Colony of Lagos nor the establishment of a Protectorate over large areas of the interior was the result of deliberate long-range planning by the Governments of the day. On the contrary those Governments were forced by the pressure of events almost insensibly and often reluctantly into courses of action which finally resulted in the taking over of the administration of the entire territory. The events covering the whole period from the early discovery of Nigeria to the present day may roughly be set out under three heads, the period of exploration, that of penetration and finally that of consolidation of the ground won.

In the period of exploration the British were not the first in the field. As early as 1472 the Portuguese had found anchorages in the mouths of the many rivers in the Bight of Benin. They were not, however, left long in undisputed possession of the field and the first English ships reached the Bight of Benin in 1553 under the command of a Captain Windham. Then followed a chapter in the world's history on which England, in common with other nations, now looks back with distaste, only mitigated by memories of the earnest efforts later made to remedy as far as possible the wrong which had been done. The discovery of America and the establishment of Spanish colonies in the West Indies led to a steadily increasing demand for negro slaves and a cut-throat competition between the maritime nations to participate in, and to oust each other from, the lucrative business of supply. The first Englishman to engage in this traffic was Sir John Hawkins, but he was followed by many others who gained in the rough and tumble of a hazardous trade much of that experience of ships and the sea which was eventually to prove the salvation of England when the long struggle with Spain moved to its climax in the latter years of the 16th century. Professional seamen argued that participation in the slave trade fostered the growth of a prosperous and powerful merchant marine and long after, when the cause of abolition began to raise its head, the Admiralty was amongst its foremost opponents on the grounds of the serious blow which would be dealt thereby to England's essential reserve of trained seamen. It is a measure of the extent to which the horrors of the trade finally aroused the conscience of the nation that abolition was finally passed in England in the middle of a great war and in the teeth of advice tendered by the country's greatest sailors.

In the sixteenth and seventeenth centuries, however, public opinion quietly ignored the moral issues and concentrated on the material profits and the English west coast ports of Bristol and later

Liverpool grew in prosperity accordingly. First the Portuguese and then the Dutch, the Danes, the Spaniards and the Swedes were successively supplanted and by the Treaty of Utrecht in 1712, the British secured a 30-year monopoly of the trade. Although the Dutch and the French maintained slave establishments at Benin until the close of the eighteenth century, it is estimated that more than half the slaves exported from West Africa during the busiest year of the trade were in British ships.

Lord Mansfield's famous ruling in 1772 in the case of James Somersett, that any slave setting foot on English ground became free under the common law was followed in 1787 by the establishment of a Society for the abolition of the Slave Trade which finally secured the passing of an Act of Abolition in 1807. The continuous efforts made to implement the act and to suppress the trade were in a high degree responsible for the extension of British influence in Nigeria which proceeded steadily throughout the nineteenth century.

The trade in slaves led to the ships of all nations acquiring familiarity with the numerous river mouths between Lagos and Calabar. Little was known of the interior, however, until the beginning of the nineteenth century and in particular, the source and direction of the great river which was widely reputed to flow across the continent of Africa was a complete mystery.

Foremost amongst the names of those who sacrificed their lives to solve it was Mungo Park who reached the Niger from the Gambia River in 1796, and in a second and officially sponsored expedition from Goree in 1805, sailed down the river as far as Bussa where, with the remnants of his party, he perished in the rapids.

Although absorption in the Napoleonic War acted as a bar to further exploration for a number of years, the problem of solving the mystery of the Niger was not forgotten, and from about 1816 on a number of attempts were made from various directions to establish with certitude the course of the river. Finally Richard and John Lander succeeded where others had failed in tracing the outlet of the river to the multitude of creeks and rivers now known as the Niger Delta.

In the attempts which followed to put the Landers' discovery to practical use and to open up trade with the interior the outstanding name in the early period is that of Macgregor Laird, and in the later that of Sir George Taubman Goldie. It became clear to the latter that some form of unity was essential if British companies were to establish themselves against the opposition both of commercial rivals and the sometimes hostile inhabitants of the hinterland, and, as a result of his persuasions the United Africa Company came into existence in 1879, being reorganised and incorporated as the National African Company Limited three years later. Legitimate trade prospered in spite of many discouragements and with little or no

backing from Governments to whom imperial responsibilities in a distant and unhealthy territory had no appeal.

The Government could not remain blind, however, to the difficulties and danger to British trading interests of the international competition for spheres of influence which, in the last two decades of the century, developed into a general scramble for Africa. At the Conference of Berlin in 1885, the British representatives were able successfully to claim that British interests were supreme on the lower Niger and the British claim to a sphere of influence in Nigeria, the boundaries of which were as yet undefined, received international recognition. The Government's steps to undertake the responsibilities of efficient administration in that area known as the Oil Rivers Protectorate which came under the loose control of a British Consul were, however, both slow and reluctant. It was left to the National African Company, at last in 1886 granted a Royal Charter under the name of the Royal Niger Company, Chartered and Limited, to take a lead in opening up the Niger. The grant of the Charter greatly strengthened the position of the Company, the usual Government services were established and an armed constabulary was raised for the protection of the territory. By these means the Company foiled both German and French efforts to encroach within what are now the boundaries of Nigeria, and after the most serious of French threats in the western part of the territory had been successfully averted by the Company's troops under Captain Lugard (as he then was) in 1894, these boundaries ultimately became generally recognised.

It was the British Government's efforts to suppress the slave trade, however, rather than the furtherance of commercial interests, which led to the most striking changes in its relations with the peoples of Nigeria. Lagos, an important centre of trade, was attacked and conquered in 1851, but resulting treaties with King Akitoye for the abolition of the trade proved almost useless in the absence of any administrative arrangements to ensure their observance and Akitoye's death in 1853 was followed by a long period of civil unrest. In 1861 Her Majesty's Government, therefore, reluctantly decided on the occupation of Lagos as the only effective means to the desired end. This was achieved with little difficulty and the island was created a Colony the following year. The new Colony was consolidated and its boundaries were extended somewhat in the years which followed and in 1886 the Government felt strong enough to offer its services as arbitrator to bring to an end the latest of the Yoruba civil wars which were such a fruitful source of supply for the slave markets. The offer was accepted, peace was temporarily restored and the war camps were burnt by the arbitrators. The precedent was too good a one not to be followed by those in difficulties and an appeal was made to the Lagos Government by the Egbade peoples who were being oppressed by their more powerful neighbours, the Egbas of Abeokuta. This appeal, together with the fear of the establishment of treaty relations between the French and the Egbas, led to further expeditions

into the interior and later to the appointment of a British Resident who set up his headquarters at Ibadan. Generally the whole of Yorubaland with the exception of the Egba state was attached to the Colony of Lagos as a British Protectorate. The wars ceased and a great increase in prosperity both in the hinterland itself and also in consequence in the port of Lagos was the natural result. It was not many years before the treaty of 1893 recognising the independence of Egbaland was voluntarily abrogated since the authorities there found it impossible to maintain themselves in power without successive appeals for British support. In 1914 this area too came "unreservedly under the Government of the Protectorate of Nigeria."

The large area now known as the Northern Provinces was brought under British protection in the early years of the twentieth century, largely through similar reasons and from the same motives. Various slave-raiding emirs carried on their activities within a few miles of the Niger Company's scattered posts and it became clear that nothing but force would stop them. One expedition naturally led to another in an area with much more close social and religious affinities than in the coastal belt, and after Government had finally taken over from the Niger Company in 1900, the time soon came when its relative strength and that of the Fulani empire had to be settled. The issue was decided far more easily than might have been expected. The Fulani were aliens and the abuses of their later rule had left them with no deep-seated sympathy amongst the subject populations. First Kano and then Sokoto were defeated and occupied, the desert tribes submitted and the Fulani emirs themselves accepted the relatively easy terms of the conquerors and came formally under British protection. The terms included the abolition of slave-raiding and the recognition of British suzerainty, coupled with an assurance that the Mohammedan religion and the existing system of law would not be interfered with.

The gradual extension of Government's influence in the Protectorate of the Oil Rivers had meanwhile been taking place. In 1893 by Order in Council the Protectorate was extended over the hinterland and renamed the Niger Coast Protectorate and the following year Government found itself forced to undertake an expedition against the Jekri Chief Nana, a powerful slave trader whose activities extended over a wide area. Benin still held aloof and an unescorted expedition led by Acting Consul-General Philips, in 1897, in an effort to establish a friendly settlement was attacked, and its members, with two exceptions, massacred. A military expedition was, accordingly, despatched and Benin City was captured with only slight loss six weeks later.

In 1899 the charter of the Royal Niger Company was revoked and on 1st January, 1900, its territories came under formal Government control, compensation being paid to the Company in respect of its administrative expenses and its existing buildings and stores. The Company had added large areas of the rich hinterland of Nigeria

to the British Empire and had done much to abolish the slave trade, bringing the benefits of peace and justice to peoples who had previously lived under the shadow of both unrest and oppression. Its virtual trade monopoly became, in the long run, no more defensible in principle than was the "administration at private discretion of Territories of which the defence was provided at public expenses," and the revocation of the Charter was bound to come. But recognition should be given to the great part played by the Company in the building of Nigeria.

### (c) ADMINISTRATIVE CONSOLIDATION

The penetration into and extension of British influence over the wide areas of Nigeria had, as has been seen, been carried out by three different sets of officials responsible respectively to the Colonial Office, the Foreign Office and the Directors of the Royal Niger Company. Even when the Royal Niger Company disappeared as a governing body in 1900, there still remained three separate administrations. These were reduced in 1906 to two and the inevitability of the amalgamation of these was clearly foreseen. This came on 1st January, 1914, when the Colony and Protectorate of Nigeria was formally inaugurated under the authority of Royal Letters Patent and Order in Council. Sir Frederick Lugard, who had been appointed in 1912 Governor of both the then remaining administrations, now became the first Governor of a united Nigeria.

The period of consolidation which now followed could hardly have begun in more difficult circumstances. The first world war began in August, 1914, and Nigeria not only found it impossible to recruit much-needed staff for the administration of the territory, but some members of even such limited services as existed, left in order to play their part in the armed forces. Furthermore, the Nigeria Regiment was called upon to play an important part in the expeditions undertaken against the German colonies, first in the Cameroons and Togoland and later in East Africa. In all these campaigns the soldiers displayed both great gallantry and complete loyalty to their new allegiance. It was also a great tribute to the skill and tact with which Sir Frederick Lugard and his officers had handled the delicate situation in the north that not only was no advantage taken by the emirs of prevailing difficult conditions to re-assert their independence, but throughout the war they continued to give convincing proof of their loyalty to the British connection. Minor trouble broke out in various parts of southern Nigeria, due more to local administrative difficulties than to any general desire to throw off British rule. By far the most serious of these outbreaks was the Egba rising of 1918, which assumed serious proportions for a time, but was eventually suppressed without difficulty by the newly returned troops from East Africa.

In 1919 Sir Frederick Lugard, soon to become Lord Lugard, retired from the Governorship of Nigeria. To his outstanding

position in its history no better tribute could be paid than the following extract from a speech to the Legislative Council on 18th March, 1946, by the then-Governor, Sir Arthur Richards (now Lord Milverton) :

" In the proud record of British Colonial Administration two names stand out—those of Stamford Raffles and Lugard. Speaking in Nigeria there is no need for me to say what Lugard did in bringing order out of chaos, and in laying the foundations of the Nigeria we see today. Those who knew him personally marvelled how great a heart beat within that slender frame, and with what sure instinct he planned the administration. There is always something sad about the passing of a great man. Lord Lugard had a modesty commensurate with his greatness and his fondest hope was that he had made some contribution to the future of the Nigerian people in whose welfare his interest never flagged until the end.

" To the ordinary man the outstanding characteristic of Lord Lugard was his prodigious industry. He never took a day off ; he was at work all day and far into the night wherever he was—in Zungeru, on a launch on the Niger, in rest houses, even on leave and on the voyage to and from Lagos—and he continued to work at the same pitch right up to the end of his life. Only a man of his physical strength and tenacity of purpose could have accomplished that immense amount of detailed work, and at the same time, amid all the urgent problems, the day-to-day changes and the constant risks of those early days, have kept in clear perspective the administrative structure which he was building up and which we and all the world know today. Yet behind all this there was no mistaking the soldier and the man of action in the alert and wiry figure of ' the Little Man ' as he came to be known later on. One did not argue with his swift decisions ; once made they were immovable. One of his notes, on the choice of a school site, read, ' I planted a white stick where the Superintendent's house should be '—and there it was, and is.

" It was no wonder that he inspired confidence in all those with whom he worked and that less than ten years after he had made his first adventurous journey northwards from Jebba, a stranger could travel alone and in perfect safety through a settled and orderly country, rid of the slavery which he hated, and governed, under his guidance, by the Africans in whose service he spent his life."

The war had brought great difficulties to Nigeria in the complete dislocation of world trade, but the first two years of peace were a period of unparalleled prosperity. Boom prices were paid for Nigerian produce and exports rose to unprecedented levels. The slump which followed caused great economic difficulties but it can fairly be said that, notwithstanding a series of financial crises due to world trade conditions, Nigeria progressed steadily in the period which intervened before the outbreak of the second World War in 1939. The staff of all departments was expanded, enabling Government to extend its activities in a number of ways. Communications were greatly improved, remote areas thus being brought for the first time under effective control. Further, social amenities were widely extended and began to assume, for the first time, the functions and status of a national service. An important part in this and in the great spread of education which took place in these years was played by voluntary agencies, chief amongst which were the Christian Missions. The educational work of these bodies in particular has been of the greatest value and has been extensively encouraged by

grants from Government funds. Still further progress could have been made but for the necessity of financing development wholly, or almost wholly, from Nigerian revenues. These, being dependent to a great extent on import customs duties, were subject to considerable fluctuation owing to the ramifications of international trade.

In all this period there was only one major threat to law and order in the territory. This was the women's rising which occurred in the Owerri and Calabar Provinces in 1929 and largely resulted in the destruction of the local system of government which had been set up and in the establishment of Native Administrations based more closely on the indigenous customs of the people.

In 1922 Britain received a mandate from the League of Nations to administer that portion of the former German Cameroons Provinces which had been assigned to her. This territory is administered as an integral part of Nigeria. The southern portions form part of the Eastern Provinces and the northern portions are divided between the provinces of Adamawa and Bornu. The former German plantations were sold by public auction and eventually almost all of them returned to German ownership. In 1939, however, they were vested in the Custodian of Enemy Property and in 1946 under the Ex-Enemy Lands (Cameroons) Ordinance and the Cameroons Development Corporation Ordinance they were acquired by Government and arrangements made for their development "for the use and common benefits of the inhabitants".

#### (d) THE SECOND WORLD WAR AND POST-WAR YEARS

With the outbreak of the second World War the loyalty of Nigerians was, as in 1914, in many ways convincingly demonstrated. Recruits for the armed forces greatly exceeded the number which could be absorbed, and money was generously subscribed for war purposes. An expeditionary force was despatched to Kenya, including many veterans of the East Africa campaign of the previous war, and after assisting in the occupation of Abyssinia, returned to man the frontiers of Nigeria, the Gambia and Sierra Leone against possible invasion from Vichy-controlled territory. In October, 1943, and April, 1944, the 81st and 82nd (West Africa) Divisions left for Burma where they played a prominent part in the Arakan and units of the Nigerian 3rd Brigade were included in General Wingate's special force operating behind the Japanese lines in Central Burma.

Meanwhile, Nigerians at home were bent on maximum production of essential export commodities. With the loss of Malaya, Nigeria became the chief source of tin for British war factories, while groundnuts, palm oil and kernels were in urgent demand to maintain fat supplies.

Since the end of the War there has been very considerable progress, both political and economic. The most notable political develop-



ment was the inauguration of a new Constitution on 1st January, 1947, providing for a Legislative Council, with a majority of unofficial members, empowered to legislate for the whole territory, and for three Regional Houses of Assembly (with, in addition, a House of Chiefs in the north) with important advisory and financial functions. The successful working of this Constitution has encouraged proposals for its revision at a date earlier than that contemplated by its authors.

In the economic sphere, the outstanding feature has been the operation of the Ten-Year Plan for Development and Welfare. This was drawn up in 1946, and was based on three main factors. The first was that no properly balanced plan for development and welfare could, in the special circumstances of Nigeria, be successful until it had first been ensured that the people themselves were put in a position where they could participate and take full advantage of the facilities provided. Much of the Plan was therefore concerned with expansion of health and educational activities, communications and power development. The second factor was the necessity of a large building programme which would overtake the requirements of the various schemes contributing to the plan. The third factor was the provision, execution and development of services leading up to economic betterment, involving further survey of mineral resources the promotion of better methods of husbandry, and the improvement of export-marketing arrangements. The estimated money provision for the whole Plan was £55,000,000, of which £23,000,000 was allocated from the Colonial Development and Welfare Fund. Of the balance, £8,000,000 was to be found from loans, and £24,000,000 from Nigerian revenues. The execution of the Plan has not been as rapid as had been hoped, mainly because of difficulty and delay in obtaining technical staff and supplies of materials.

#### GOVERNORS OF NIGERIA

- 1914 Sir Frederick Lugard, G.C.M.G., C.B., D.S.O. (later Lord Lugard). Personal title of Governor-General.
- 1919 Sir Hugh Clifford, G.C.M.G., G.B.E.
- 1925 Sir Graeme Thomson, G.C.M.G., K.C.B.
- 1931 Sir Donald Cameron, G.C.M.G., K.B.E.
- 1935 Sir Bernard Bourdillon, G.C.M.G., K.B.E.
- 1943 Sir Arthur Richards, G.C.M.G. (now Lord Milverton)
- 1948 Sir John Macpherson, K.C.M.G.

#### TABLE OF PRINCIPAL EVENTS SINCE 1914

- 1914 Formal inauguration of Colony and Protectorate of Nigeria. Invasion of Cameroons by Nigerian troops on outbreak of war with Germany.

- 1916 Conquest of Cameroons completed.  
Completion of railway bridge over River Niger at Jebba.
- 1922 Great Britain received mandate from League of Nations in respect of portion of the German Cameroons.
- 1923 Establishment of Legislative Council with jurisdiction over the Colony and Southern Province of Nigeria.
- 1925 Visit of the Prince of Wales.
- 1926 Opening of Makurdi-Kaduna section of the Railway.
- 1929 Opening of Zaria-Kaura Namoda section of the Railway.  
Riot at Aba, leading to review of system of local administration in the Southern Provinces.
- 1930 Opening of Kano-Nguru section of the Railway.
- 1932 Opening of Benue Bridge at Makurdi.
- 1936 First direct air mail service between Nigeria and the United Kingdom.
- 1939 Division of Southern Provinces into the Western and Eastern Provinces.
- 1947 Constitution of Legislative Council with jurisdiction over the whole of Nigeria and with non-official members in the majority; Houses of Assembly set up in each Region.
- 1948 Opening of University College, Ibadan.

### Chapter 3: Administration

The main political divisions of Nigeria are the Colony, and the three groups of Provinces, known as the Northern, Western and Eastern Provinces, which together form the Protectorate. The Trust Territory of the Cameroons is administered as part of the Northern and Eastern Provinces, the portions in the north being integrated with the Bornu, Adamawa and Benue Provinces, and the portions in the East constituting the two separate Provinces of Bamenda and the Cameroons. The Colony is in the charge of a Commissioner, and the Northern, Western and Eastern groups of Provinces are each under a Chief Commissioner, with headquarters at Kaduna, Ibadan and Enugu respectively. The Bamenda and Cameroons Provinces are in the special charge of a Commissioner, subordinate to the Chief Commissioner of the Eastern Provinces, and this Commissioner acts as special representative, whenever required, before the United Nations Trusteeship Council. The three Chief Commissioners and the Commissioner of the Colony are responsible to the Governor and Commander-in-Chief of Nigeria. The Governor is assisted by an Executive Council consisting of certain senior officers and four African non-official members.

In January, 1947, a new constitution came into existence, establishing a Legislative Council which for the first time had a majority

of African non-official members (28 out of 44) and legislated for the whole of Nigeria. At the same time representative institutions were established in each of the three groups of Provinces or Regions. In each of the Eastern and Western Regions there is one House of Assembly, and in the Northern Region there is a House of Chiefs and a House of Assembly. Members of the Houses of Assembly are chosen by a process of indirect election, and these Houses, together with the House of Chiefs, each select a specified number of their own members to sit in the Legislative Council. The Regional Houses have advisory powers in respect of all legislation placed before them before introduction into Legislative Council, and almost all Bills are submitted to them in the first place. They also have the power of allocating to the various services classed as regional funds placed at their disposal by the Legislative Council in the annual estimates of Nigeria.

It is this constitution which is now under revision (see Part I (a) ), and the general popular wish appears to favour giving the Regional Houses full legislative powers in respect of a number of subjects, such as agriculture, education, public health and local government, which would in future be regarded as almost exclusively regional concerns.

### *Colony*

The Colony, that is the area round Lagos, was, until 1st April, 1938, administered under the system known as "direct rule", by British officers. In practice, however, much assistance was given by village chiefs and elders, particularly in the settlement of petty cases which might otherwise have been brought before the Supreme Court. For administration the Colony was divided into four parts—Lagos Township and the Districts of Badagri, Epe and Ikeja. The affairs of Lagos Township are controlled by a Town Council with the Commissioner of the Colony as president *ex officio*. The constitution of the Town Council, and its powers, are, however, under reconsideration, with particular reference to a wider franchise and a majority of elected members.

There is also in Lagos a body of traditional chiefs, of whom the "Oba" (or crowned head) is the principal: although they have no part in the administrative machinery of the Township, they exercise influence in the community and provide the Commissioner of the Colony with valuable points of contact with the people.

On 1st April, 1938, a form of local government, on the lines of the system in force in the rest of Nigeria, was inaugurated in the districts outside Lagos Township, and separate Native Administrations have been established in four areas, each with its own Native Treasury and Native Court or Courts. In the other parts of the districts administrative officers were gazetted as Native Authorities as a temporary measure and administered Native Treasury funds in consultation with the village authorities concerned. Investigations

pursued in these areas as to the possibility of creating further Native Administrations have given promising results.

The new Native Administrations are based on the village councils, whose traditional elasticity ensures their being reasonably representative. They have promulgated various rules and bye-laws for the control of markets, the enforcement of sanitary measures and the like, while the village councils have not only undertaken the collection of tax but also helped to introduce a system by which assessment is adjusted to the means of the individual. The idea of local responsibility for local finance has been welcomed and is doing much to dispel the political apathy that formerly characterised these areas.

### *Northern Provinces*

The Northern Provinces are administered under the system known as "indirect rule", whereby the local functions of Government are for the most part delegated to the native chiefs or councils acting under the supervision and with the assistance and advice of the British administrative staff. The local authorities so constituted are known as "Native Administrations", and are responsible to the Governor for the peace and good order of their respective areas, in so far as persons legally subject to their jurisdiction are concerned. The district heads and village heads complete the chain of executive responsibility, each answerable through his superior for the area in his charge. These, and also the Native Administration's courts, prison and police, are financed by its Treasury, into which is paid its share of the taxes that it collects as well as the total receipts of its courts and various minor fees. The revenue and expenditure of each Native Treasury are shown in its annual estimates, which are approved by the Governor, but are not subject to the control of the Legislative Council.

The Native Administrations also undertake such services as their means permit, the technical branches being supervised by European officers of the appropriate Departments, paid by the central Government. Hospitals, dispensaries, schools, roads and motor transport are thus provided and maintained, and some of the larger Native Administrations have embarked on the public supply of electricity and water and keep their own survey and printing departments. The railway, trunk roads, minesfields survey, township works, central hospitals, etc., fall outside the sphere of the Native Administrations and, like the Government troops and police, are directly controlled by officers of the central Government departments concerned.

The prototype of the system of administration through district and village headman was found in the northern emirates at the time of the British conquest and was in the early years of the occupation adopted as a pattern throughout the Northern Provinces, both in pagan and in Moslem country. The system has had a wide measure

of success, but in many areas it conflicted with the indigenous arrangements and ideas, and so failed to enlist the willing co-operation of the peoples, without which little progress can be expected. Of recent years, however, the policy of Government has been to promote close investigation of pre-existing institutions, especially in pagan areas; armed with the knowledge so obtained, administrative officers have been able to enter into effective consultation with the people regarding the development of local self-government on lines which the latter could understand and approve. From such consultation a good deal of political reorganisation resulted.

### *Eastern and Western Provinces*

In the Eastern and Western Provinces the system of indirect rule through Native Administrations was first applied to the four Yoruba Provinces and to parts of Benin, and the Cameroons Provinces between 1919 and 1922, but it was not until 1928 that it was adopted throughout the territory. The Native Administrations thus differ from one another in their antecedents, and there is also a great diversity in the origins, customs and degrees of development of the peoples that they serve. Little detailed uniformity of constitution or operation is therefore to be expected; the Native Administrations may, however, be divided into two broad categories according to their general characteristics—on the one hand those of the Yoruba Provinces (Abeokuta, Ijebu, Ondo and Oyo) and parts of Benin, and on the other, the remainder of Benin Province, the Warri Province and the Eastern Provinces.

The first category contains comparatively well-organised native units which had maintained to a large degree their indigenous forms of organisation, and had been ruled through their chiefs, such as the Alafin of Oyo and the Oni of Ife. The Native Administrations are, therefore, controlled by such chiefs or by confederations of chiefs who administer their own territory through their own native institutions. The autocratic powers of these chiefs are limited by the existence of councils (there are now no Sole Native Authorities—i.e., the chief alone—in the Western Provinces) and, in order to enlist the support of the literate classes, these councils have in certain cases been strengthened by co-opting members in virtue of their education or personality rather than their traditional prerogatives. The Native Authorities in a large measure control the Native Treasuries; and moreover, although Government Ordinances continue to apply, responsibility for enforcing many provisions of the laws is, at the request of the chiefs and councils concerned, being assumed by the Native Authorities. Minor legislation is also enacted by these authorities under the Native Authority Ordinance for such purposes as sanitation, the control of markets, the protection of particular trades and the licensing of bicycles. Public works of various degrees of magnitude are undertaken and maintained under the control of these administrations. Briefly, therefore, it may be said that with

increased experience, efficiency and confidence these Native Administrations are gradually assuming part of the responsibility which had formerly been borne entirely by Government.

In the second category are comprised tribes of various degrees of development, none of which has reached the stage achieved by those of the first division. The constitution of the Native Administrations in many areas has not yet been finally determined, and while it has been consistently sought to evolve a system based on the indigenous organisations the problem has not been simplified by the fact that the people have already experienced a considerable period of direct European rule. Every attempt has been made to increase the efficiency of the indigenous organisations, but as these were called into existence by requirements which were mainly social, they have not always been equal to modern administrative demands, despite the increasing interest many have taken in matters such as the framing of estimates and collection of tax. In the Eastern Provinces where traditional authority seldom extends beyond the family or clan, legislation has been drafted for establishing councils of wider jurisdiction and greater financial resources than are possessed by the present organisations.

An innovation in urban administration was made during 1949, when the township of Port Harcourt, in the Eastern Provinces, obtained a new constitution, providing for a majority of elected members and an extensive franchise. This constitution may in time serve as a model for other urban areas which attain comparable size and financial capacity. The first elections were held in June.

#### PUBLIC RELATIONS

In the field of public relations the most important development during the year was the advent of "Radio Nigeria". When the Legislative Council met at Ibadan in March, arrangements were made for a daily summary of the proceedings to be broadcast by means of transmitting apparatus improvised by the Posts and Telegraphs Department. The experiment was so successful and aroused such evident public satisfaction, that it was decided to broadcast regular programmes from Lagos.

The year 1949 also saw the formation of the Department's own Film Production Unit, staffed partly by Nigerians recently returned from a special course of instruction at the Colonial Film Unit School at Accra. Films will be produced for display both in Nigeria and overseas.

The crews of the mobile cinema vans suffered from frequent mechanical breakdowns, but films were shown to audiences totalling nearly a million people.

The Photographic Section, which is another new venture, has had a busy year. The calls made on it by various Government Departments have left it so far with little time for the preparation of "pic-

ture stories " for export, but it is hoped that before the end of 1950, the Section will be completing one story each week for distribution overseas.

The second pamphlet in the series " Legislative Council at Work ", containing an account of the proceedings at the Budget Session held at Ibadan, was published in August and has been in great popular demand. In the north, a 26-page pamphlet in Hausa, dealing with the Budget Session of the Northern House of Assembly, was equally well received. The Ibadan Regional Office now produces its own monthly newspaper, *The Western News*, and Enugu will follow this example as soon as new printing equipment has been installed there.

At headquarters more than 4,000 press releases were issued during the year and the weekly press conferences were again well attended. The Department's activities continue to be notable for their variety and among projects recently undertaken may be mentioned a travelling exhibition of the paintings of Mr. Ben Enwonwu, a second " Regional Public Relations Week ", at Ibadan, a free postal course in the rudiments of journalism organised by Mrs. Howard at Enugu, and the management of a community centre which is being built at Kaduna.

## Chapter 4: Weights and Measures

Imperial weights and measures are in use.

## Chapter 5: Principal Newspapers and Periodicals

NAME OF PAPER	DAILY OR OTHERWISE	PUBLISHERS	ADDRESS
1. <i>Daily Times</i>	<i>Daily</i>	Nigerian Printing & Publishing Co. Ltd., Daily Mirror Newspapers.	172 Broad Street, Lagos.
2. <i>Daily Comet</i>	„	Comet Press Ltd.	2 Yoruba Road, Kano.
3. <i>Daily Service</i>	„	Service Press Ltd.	5 & 7 Apongbon Street, Lagos.
4. <i>West African Pilot</i>	„	Zik's Press Ltd.	34 Commercial Avenue, Yaba.
5. <i>Southern Nigerian Defender</i>	„	Zik's Press Ltd.	Ijebu Bye Pass, Oke Ado, Ibadan.
6. <i>Nigerian Spokesman</i>	„	Zik's Press Ltd.	New Market Road, Onitsha.
7. <i>Eastern Nigerian Guardian</i>	„	Zik's Press Ltd.	37 Aggrey Road, Port Harcourt.
8. <i>Nigerian Tribune</i>	„	African Press Ltd.	P.O. Box 78, Ibadan.

NAME OF PAPER	DAILY OR OTHERWISE	PUBLISHERS	ADDRESS
9. <i>Nigerian Daily Echo</i>	Daily	Mr. Asika	53 Creek Road, Port Harcourt.
10. <i>New Africa</i>	"	Mr. N. Anagbogu	New Africa Press, Asata, Enugu.
11. <i>West African Examiner</i>	"	Enitonna Press	12 Creek Road, Port Harcourt.
12. <i>Labour Champion</i>	"	Mr. Nduka Eze	1 Eletu Iwase Street, Lagos.
13. <i>Eastern States Express</i>	"	Dr. Udo-Udoma, Ph.D.	34 Park Road, Aba.
14. <i>Nigerian Observer</i>	Weekly	Enitonna Educational	81 Aggrey Road, Port Harcourt.
15. <i>Nigerian Eastern Mail</i>	"	J. V. Clinton, B.A. (Cantab), Barrister at Law	P.O. Box 57, Henshaw Town, Calabar.
16. <i>Akede Eko (Yoruba)</i>	"	I. B. Thomas	116 & 139 Igboere Rd, Lagos.
17. <i>Irohin Yoruba (Yoruba)</i>	"	Service Press Ltd.	5 & 7 Apongbon Street, Lagos.
18. <i>Catholic Herald</i>	"	St. Paul's Press	Catholic Mission, Ebute Metta.
19. <i>Nigerian Review</i>	"	Public Relations Dept. (Government)	11 Custom Street, Lagos.
20. <i>African Echo</i>	"	Mr. J. J. Odufuwa	58 Macullum Street, Ebute Metta.
21. <i>Nigerian Statesman</i>	"	Mr. W. O. Briggs & Mr. E. E. Obahiagbon	7 Kester Lane, Lagos.
22. <i>Eletu Ofe</i>	"	Mr. T. Thompson	6 Aibu Street, Lagos.
23. <i>Gaskiya ta fi Kwabo</i>	"	Gaskiya Corporation, Zaria (semi-official)	Zaria.
24. <i>Western Echo</i>	"	R. Ola Oke	Oke Padre, P.O. Box 263, Ibadan.
25. <i>Nigerian Citizen</i>	"	c/o Gaskiya Corporation.	Zaria.
26. <i>Benin Voice</i>	"	Omo 'ba L. Osula	c/o P.O. Box 14, Benin City.
27. <i>Egbaland Echo</i>	"	Ayo Ajala	185 Bamgbose Street, Lagos.
28. <i>Nigerian Voice</i>	"	J. Murgan	55 Victoria Street, Lagos.
29. <i>Nigerian Standard</i>	"	G. H. Oweh	c/o Central Press, Ofo-tokun Road, Sapele.
30. <i>Morning Star</i>	"	Adigun	Oyo Road, Ibadan, P.O. Box 354.
31. <i>Sunday Despatch</i>	"	African Press Ltd.	P.O. Box 38, Ibadan.
32. <i>In Leisure Hours</i>	Monthly	C.M.S. Bookshops & Press	11 & 13 Broad Street, Lagos.
33. <i>War Cry</i>	"	The Salvation Army	11 Odulami Street, Lagos.
34. <i>African Hope</i>	"	Ijaiye Press	35 Hawley Street, Lagos.



NAME OF PAPER	DAILY OR OTHERWISE	PUBLISHERS	ADDRESS
35. <i>Niger News</i>	Monthly	C.S.M. Niger Book-shops	P.O. Box 34, Port Harcourt.
36. <i>By the Lagoon</i>	„	Canon A. C. Howells	C.S.M. Parsonage.
37. <i>Ijebu Review</i>	„	Resident's Office	Ijebu Province, Ijebu Ode.
38. <i>Egba Bulletin</i>	„	Provincial Office	Abeokuta.
39. <i>Ilaro Bulletin</i>	„	Official	c/o District Officer, Ilaro.
40. <i>Nigeria</i>	Quarterly	Government of Nigeria	The Exhibition Centre, Marina, Lagos.
41. <i>Nigerian Field</i>	„	Nigerian Field Society	H. F. & G. Witherby Ltd., 326 High Holborn, London, W.C.1
42. <i>University Herald</i>	„	University Students	c/o University College, Ibadan.
43. <i>Northern Advocate</i>		Mr. B. E. Ogbuagu	P.O. Box 143, Jos.
44. <i>African Church Chronicle</i>		Rev. E. O. Peters	104 Lagos Street, Ebute Metta.
45. <i>Nigerian Star</i>		Tony Enahoro	Block 3, Plot 6, Embankment Road, Sapele.

## Chapter 6: Short Reading List\*

For a fuller list, see the *Nigeria Handbook* (11th Edition, 1936).

### TRAVEL

- BARTH, H., *Travels and Discoveries in North and Central Africa*. 5 vols. London, Longmans, 1857.
- DENHAM, CLAPPERTON AND OUDNEY, *Narratives of Travels and Discoveries in Northern and Central Africa*. 2 vols. 3rd edition. London, Murray, 1828.
- HAIG, E. F. G., *Nigerian Sketches*. London, Allen & Unwin, 1931.
- HASTINGS, A. C. G., *Nigerian Days*. London, Lane & Bodley Head, 1925.
- HINES, F. AND LUMLEY, G., *Juju and Justice in Nigeria*. London, Lane & Bodley Head, 1930.
- KINGSLEY, M., *Travels in West Africa*. London, Longmans, 1900.
- LUGARD, LADY, *A Tropical Dependency*. London, Nesbitt, 1905.

### HISTORY, ANTHROPOLOGY, ETC.

- BARGER, G. P., *Hausa-English Dictionary*. Oxford University Press, 1934.
- BURNS, SIR A., *History of Nigeria*. 4th edition. London, Allen & Unwin, 1948.

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\*A certain number of books mentioned in this list are out of print but are obtainable in the larger libraries.

- GEARY, SIR W., *Nigeria under British Rule*. London, Methuen, 1927.
- GREEN, M. M., *Ibo Village Affairs*. London, Sidgwick and Jackson, 1948.
- HAILEY, LORD, *An African Survey*. Oxford University Press, 1938.
- HOGBEN, S. J., *Muhammadan Emirates of Nigeria*. Oxford University Press, 1930.
- JOHNSON, S., *History of the Yorubas*. London, Routledge, 1921.
- LUGARD, LORD, *Dual Mandate in Tropical Africa*. London, Blackwood, 1922.
- MEEK, C. K., *The Northern Tribes of Nigeria*. 2 vols. Oxford University Press, 1925.
- MEEK, C. K., *Tribal Studies in Northern Nigeria*. London, Kegan Paul, 1931.
- MEEK, C. K., *Law and Authority in a Nigerian Tribe*. Oxford University Press, 1937.
- NADEL, S. F., *Black Byzantium*. Oxford University Press, 1942.
- NIVEN, C. R., *Short History of Nigeria*. London, Longmans, 1937.
- NIVEN, C. R., *Nigeria, Outline of a Colony*. London, Nelson, 1946.
- NIVEN, C. R., *How Nigeria is Governed*. London, Longmans Green, 1950.
- PERHAM, M., *Native Administration in Nigeria*. Oxford University Press, 1937.
- TALBOT, P. A., *The Peoples of Southern Nigeria*. 4 vols. Oxford University Press, 1926.
- WHEARE, J., *The Nigerian Legislative Council*. London, Faber, 1950.

## ECONOMICS

- BOWER, P. A., BROWN, A. J., AND OTHERS, *Mining, Commerce and Finance in Nigeria*. Ed. M. Perham. London, Faber, 1948.
- COOK, A. N., *British Enterprise in Nigeria*. University of Philadelphia Press, 1943.
- FORDE, D. AND SCOTT, R., *The Native Economies of Nigeria*. Ed. M. Perham. London, Faber, 1946.

## FLORA AND FAUNA

- BANNERMAN, D. A., *Birds of Tropical West Africa*. 6 vols., in progress. London, Crown Agents, 1930-48.
- DOLLMAN, D. G., AND BURLACE, J. B., *Rowland Ward's Record of Big Game*; with their distribution, characteristics, dimensions, weights and horn and tusk measurements. 9th edition. London, Rowland Ward, 1928.
- FAIRBURN, W. A., *Some Common Birds of West Africa*. London, Highway Press, 1934.
- FAULKNER, O. T., AND MACKIE, J. R., *West African Agriculture*. Cambridge University Press, 1933.

- HUTCHINSON, J. AND DALZIEL, J. M., *Flora of West Tropical Africa*. 2 vols. in 4 parts. London, Crown Agents for the Colonies, 1927-36.
- KEAY, R. W. J., *Outline of Nigerian Vegetation*. Lagos Government Printer, 1949.
- SANDERSON, I. T., *Animal Treasure*. London, Macmillan, 1937.

#### RECENT NIGERIAN GOVERNMENT PUBLICATIONS

Obtainable from Crown Agents for the Colonies, 4 Millbank London, S.W.1.

*Administrative and Financial Procedure under the New Constitution*: Financial Relations between the Government of Nigeria and the Native Administrations. Report by S. (now Sir Sydney), Phillipson, C.M.G.

*Memorandum on Educational Policy in Nigeria*. Sessional Paper No. 20 of 1947.

*Grants in Aid of Education in Nigeria*. A Review with Recommendations, by S. Phillipson, C.M.G.

*Report of the Commission appointed by His Excellency the Governor to make recommendations about the recruitment and training of Nigerians for Senior Posts in the Government Service of Nigeria*.

*Statement of the Policy proposed for the Future Marketing of Nigerian Oils, Oil Seeds and Cotton*. Sessional Paper No. 18 of 1948.

*Report on Methods of Negotiation between Government and Government Employees on Questions affecting Conditions of Service*, by T. M. Cowan.

*Report of the Commission of Enquiry into Conditional Sales*.

*Statement of Policy Proposed by the Government for the Future Regulation of Grants-in-aid of the Medical and Health Services provided by Voluntary Agencies in Nigeria*.

*Review of the Constitution—Regional Recommendations*.

*Reports by the Labour Advisory Board concerning the conditions of Service for Private Domestic Servants*.

*Report of the Commission appointed by His Excellency the Governor to investigate and make recommendations regarding the Labour situation on the Nigerian Railway*.

*Memorandum on Local Government Policy in the Eastern Provinces*.

*Report on land tenure, Niger Province*, by C. W. Cole, 1949.

*Report on land tenure, Zaria Province*, by C. W. Cole, 1949.

*Report on land tenure, Kano Province*, by C. W. Rowling, 1949.

*Report on land tenure, Plateau Province*, by C. W. Rowling, 1949.

#### IMPERIAL GOVERNMENT PUBLICATIONS

Obtainable from H.M. Stationery Office at the addresses shown on cover page 3 or through any bookseller. Prices in brackets include postage.

*Mass Education in African Society*. Report of the Adult and Mass Education Sub-Committee of the Advisory Committee on Education in the Colonies. Colonial No. 186, 1943. 1s. (1s. 2d.).

- Education for Citizenship in Africa.* Report of a Sub-Committee of the Advisory Committee on Education in the Colonies. Colonial No. 216, 1948. 9d. (10d.).
- Blindness in British African and Middle East Territories.* 1948. 2s. (2s. 2d.).
- Labour Conditions in West Africa.* Cmd. 6277, 1941. 2s. 6d. (2s. 9d.).
- Report of the Commission on the Marketing of West African Cocoa.* Cmd. 5845, 1938. 3s. 6d. (3s. 9d.).
- Report on Cocoa Control in West Africa, 1939-43, and Statement on Future Policy.* Cmd. 6554, 1944. 3d. (4d.).
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- Report of the Mission appointed to enquire into the production and transport of Vegetable Oils and Oil Seeds produced in the West African Colonies.* Colonial No. 211, 1947. 1s. 3d. (1s. 5d.).
- Report of the West African Oil Seeds Mission.* Colonial No. 224, 1948. 1s. 6d. (1s. 8d.).
- Overseas Economic Surveys, British West Africa,* by A. R. Starck, February, 1949. 1s. 3d. (1s. 5d.).
- Report of the Commission on Higher Education in West Africa.* Cmd. 6655, 1945. 3s. (3s. 3d.).
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- Trypanosomiasis in British West Africa,* by Professor T. H. Davey, 1948. 2s. (2s. 2d.).
- Tsetse Flies in British West Africa,* by T. A. M. Nash, 1948. 30s. (30s. 9d.).
- Despatch from the Secretary of State to the Officer administering the Government of Nigeria regarding the Report of the Commission of Inquiry into the Disturbances at Aba and other places in South Eastern Nigeria in November and December, 1929.* Cmd. 3784, 1931. 2d. (3d.).
- Remission of Payments to Exchequer under the Royal Niger Company Act, 1899. Memorandum on the Financial Resolution.* Cmd. 5488, 1937. 1d. (2d.).
- Proposals for the Revision of the Constitution of Nigeria.* Cmd. 6599, 1945. 3d. (4d.).
- Enquiry into the Cost of Living and the Control of the Cost of Living in the Colony and Protectorate of Nigeria.* Colonial No. 204, 1946. Out of print.
- The Anchau Rural Development and Settlement Scheme,* by T. A. M. Nash, 1948. 3s. 6d. (3s. 8d.).
- Report of the Commission of Enquiry into the Disorders in the Eastern Provinces of Nigeria.* November, 1949. Colonial 256, 1950. 1s. 6d. (1s. 8d.).
- Report of the Commission of Enquiry into the Disorders in the Eastern Provinces of Nigeria. Exchange of Despatches between the Governor and the Secretary of State for the Colonies.* Colonial No. 257, 1950. 4d. (5d.).

## Appendix A

### LAND SETTLEMENT SCHEMES

#### *Shendam Scheme*

A pilot settlement was started in 1948 at Sabon Gida, in the Shendam Division of the Plateau Province. This Division contains a large uninhabited tract of "savannah woodland" country, much of which is suitable for farming. It is an open, gently sloping plateau and the people of the neighbouring tribes had previously left it uninhabited and had been confined to their hills partly by the pressure of the Fulani raids and the dangers of inter-tribal war, and partly by the lack of water. With the establishment of law and order the need to stay in the hills disappeared and these tribes are now beginning to abandon their old homes and spread in the neighbouring uninhabited and highly fertile "bush" where they are practising shifting cultivation and starting dangerous erosion. It is hoped that it will be possible to encourage more lasting and orderly settlement of these people, and to induce them to practise more efficient farming methods. The Sabon Gida settlement is a pilot scheme for the area, which should give visual evidence of what can be done and encourage the Native Authorities concerned to finance further settlements on similar lines.

The usual preliminary investigation was carried out before the scheme was started, the first care being the provision of adequate water supplies. Traces were cut through the area; it was surveyed for sleeping sickness, and clearing was carried out on stream banks; visits were paid by a geologist and an agricultural engineer, and soil samples taken; experimental wells were dug, and the route for a motor road to the area was surveyed. To speed up the search for water a drill team and equipment were borrowed from a mining company. Further settlers were then selected from ex-servicemen of the area, and they moved into temporary grass shelters and started work themselves on building their huts to the approved design and layout while paid labour started clearing the area marked out for farmland. As soon as the huts were finished the settlers also started clearing work and farming. Frequent visits are paid by an Agricultural Officer, and all farming has been done in accordance with his instructions; grass strips 30 feet wide have been left following the contours at 30 yard intervals, and cultivation ridges also follow the contours; a system of crop rotation, with manuring, has been laid down; and on the rice farms the men have been carrying out irrigation with a system of "bunds" which they had seen in India and Burma.

The scheme aims at the resettlement of 124 families in two areas, one of 24 families and another of 100 families. The areas will be about five miles apart. An area of 20 acres is to be allotted to each family.

The cost of the three-year scheme is estimated to be £5,000 and is being borne entirely by the Native Authorities concerned who have been taking an enthusiastic interest in the pilot scheme. Two more similar settlements have already been planned, and it is hoped that still more will follow.

### *Niger Agricultural Project*

A pilot scheme on a far bigger scale is being carried out by a company called Niger Agricultural Project Limited, financed jointly by the Nigerian Government and the Colonial Development Corporation, in an area of about 30,000 acres near Mokwa in the Niger Province. This is an experiment in mechanised farming in an area of light woodland at present almost uninhabited. In brief, it will consist of an administrative headquarters, a central experimental and training farm of 2,500 acres and 10 self-supporting villages each containing 80 holdings of 36 acres each. The crops in each village will be cultivated with the assistance of tractor-drawn machinery, and a six-year crop rotation will be planned so that in any year one-third of the area will be under grain crops, one-third under cash crops—groundnuts, other oil seeds, tobacco, etc.—and one third will be fallow. If at the end of seven years, when a crop rotation has been completed and all the 10 villages have been established, the scheme is found to be a commercial success it can be rapidly developed to form 32 complete units of 10 villages, each with a training and experimental farm, to cultivate an available area of 1,600 square miles in the Kontagora and Bida Emirates.

The operating company is being set up with a nominal share capital of £450,000 subscribed equally by the Corporation and the Nigerian Government; there is to be a board of six directors, three being nominated by the Government, and three, including the Chairman with a casting vote, by the Corporation. The Government has agreed to bear any net trading loss after payment of tax for the first seven years up to a limit of £31,793 and has also guaranteed the Corporation a yield of 3 per cent on its capital during the duration of the pilot scheme for up to ten years. The land—which, under Nigerian law, is under the control, and subject to the disposition, of the Governor—is being set aside for 33 years, without cost to the company, to be administered by it, with a proviso that the period may be extended thereafter by agreement between the Government and the company.

The land will be occupied by settlers in accordance with their customary land tenure, to be modified to meet the special circumstances by Regulations under the Land and Native Rights Ordinance. These Regulations will provide, *inter alia*, that the settlers will have to carry out instructions regarding good farming practice—the types

of crops to be grown, manures to be used, maintenance of farms, anti-erosion practices, etc., and that they will be liable to ejection, after due warning, for failure to carry out the instructions. The company, in return for the provision of seed, manure, agricultural machinery and skilled supervision, will take two-thirds of the proceeds of the crops, and the farmer will get one-third.

The Nigerian Government is undertaking to survey the project area ; to assist in the erection of housing for village units ; to build all necessary roads except subsidiary farm roads ; to supply water by well or bore hole ; to provide a tsetse clearing service ; to allocate an administrative officer to the scheme for liaison ; to contribute a medical officer and maintain and staff a main dispensary and village dispensaries ; to encourage settlers to move in as required ; and set up an advisory committee to assist the company in all matters relating to the selection and welfare of the settlers.

Building operations, road construction and well digging have already started in the area. Land clearance is planned to start in 1950, and the first 2,500 acres will be used for the central training and seed farm, in which the settlers will be trained in the modern mechanical methods of farming to be followed, seed supplies will be built up and experiments conducted in the growing of cotton, tobacco, hibiscus, *cannibinus*, maize, etc. It is hoped to clear 4,000 acres in 1950, and 4,800 acres a year thereafter ; this will be done by manual labour. Later, in the light of experience, mechanical assistance may be utilised. Villages will be set up as the land is cleared and settlers are trained, and the settlers will receive direct wages until their first crops are reaped.

The area is at present unsuitable for cattle owing to tsetse fly, but it is planned to experiment with pigs, poultry and sheep. The directly productive equipment will include 56 Fordson major tractors, 2 combines, 24 4-disc ploughs, 24 harrows, 16 mechanical groundnut spinners and 16 pickers, 8 trailers, 2 decorticators, 10 hand decorticators and a flour mill.

The mechanical equipment that will be required for clearing the land will include 6 Truewella winches, 2 Fordson tractors and 3 trailers.

## Appendix B

### REGIONAL PRODUCTION DEVELOPMENT BOARDS AND REGIONAL DEVELOPMENT BOARDS

The Regional Production Development Boards formed under the various Marketing Board Ordinances have the aims of developing the groundnut, benniseed, oil-palm produce and sun-flower industries, and of increasing the prosperity of the areas of production. The Regional Development Boards, commonly called the Loans Boards, established under the Regional Development Board Ordinance, grant loans for local industries and communal enterprise. All these Boards have substantial African majorities and were formed during 1949.

The Northern Regional Production Development Board has approved the allocation of funds amounting to £752,000 on development schemes of major importance. These included a scheme for the wide-spread distribution of fertilisers, a scheme for the cultivation of rice with mechanical aids at Sokoto, two Native Authority land resettlement schemes at Shendam and Kontagora (see Appendix A), and the establishment of a pool of agricultural equipment at Samaru. The Northern Regional Development Board has approved expenditure of £63,400 on various schemes, including a palm-oil mill to be erected at Ayangba in Kabba Province and six groundnut oil expressing mills. In addition, the Board granted a loan of £35,100 to the Kano Citizens Trading Company for the erection of a weaving mill in Kano.

The Eastern Regional Production Development Board has given its attention to matters of policy and planning in connection with the "pioneer" palm-oil mill expansion scheme, for which the Board decided to accept responsibility in future. An order has been placed for a further 50 mills of the size at present being operated and constructed in the Region and for two double sized mills for experimental purposes, at a cost of approximately £320,000. Storage and housing accommodation is estimated to cost a further £80,000. At its last meeting the Board considered, among other schemes, the setting up of two palm plantations, a cattle-ranching project in the northern Ogoja Province, a cashew-nut plantation near Enugu and the financing of research into the possibilities of the copra industry and rice production in areas which have hitherto been unproductive. The Eastern Regional Development Board has considered applications for loans totalling £47,222 for the development of various enterprises, including the Bamenda-Calabar Cross River settlement scheme, a deep sea fishing industry, piggeries and agricultural development schemes, saw milling and motor repair workshops. The Board approved expenditure totalling £34,150. A general statement of the



purchases for which the Board can make grants and loans and the form of development which it is anxious to encourage has been widely circulated in the Region.

The Western Regional Development Board and the Western Regional Production Development Board have started operations on a modest scale. The former has granted 12 loans to a total of £30,108, in addition to 10 totalling £28,715 which were granted or approved by the Nigeria Local Development Board for enterprises in the Western Provinces. The Production Board has plans for setting up eight "pioneer" oil-mills in the Western Provinces, two of which are nearing completion in Warri Province and further measures for the assistance of the oil-palm industry are under consideration. Attention is also being given to proposals for land utilisation, one of the principal objects of which will be the production of local foodstuffs; these, however, are as yet only in the embryonic stage.

The Colony Development Board came into existence on 14th May. It assumed the function formerly exercised by the Nigerian Local Development Board in Lagos and the Colony Districts. The Board began its operations by means of a grant of £50,000 and acquired from the Nigerian Local Development Board rights and interests in loans amounting to about £34,000. It also assumed the responsibility for making loans of £37,000 approved by the Nigerian Local Development Board before its dissolution. Since its inception the Board has disbursed £14,250 for the financing of such enterprises as textile mills, potteries, furniture factories and undertakings for food preparation. It has before it at present applications for funds for a variety of other enterprises.

## Appendix C

### STATEMENT OF REVENUE AND EXPENDITURE 1941-49 (Excluding Colonial Development and Welfare)

	1941-42	1942-43	1943-44	1944-45
	£	£	£	£
Ordinary Revenue	7,635,768	8,855,099	10,693,984	11,022,221
Ordinary Expenditure	6,623,266	8,201,604	8,431,777	8,999,219

	1945-46	1946-47	1947-48	1948-49
	£	£	£	£
Ordinary Revenue	12,760,958	13,864,879	17,442,691	22,000,513
Ordinary Expenditure	9,576,783	11,263,265	16,032,038	22,992,573*

## Appendix D

### RECEIPTS FROM CUSTOMS AND EXCISE, AND DIRECT TAXATION 1941-49

	1941-42	1942-43	1943-44	1944-45
	£	£	£	£
Customs & Excise	3,085,124	3,622,260	4,897,411	5,242,430
Direct Taxes	1,451,148	1,756,035	2,382,743	2,205,385

	1945-46	1946-47	1947-48	1948-49
	£	£	£	£
Customs & Excise	5,664,008	7,094,527	9,129,232	12,622,677
Direct Taxes	3,319,830	2,469,216	3,748,337	3,776,843

\* This includes allocations to the Regions: Northern Region £2,894,785; Western Region £1,588,702; Eastern Region £2,155,290. The regional allocations cover regional services and works comprised within the Development and Welfare Plan.

## Appendix E

### STATEMENT OF DEPARTMENTAL EXPENDITURE 1941-49

	1941-42 £	1942-43 £	1943-44 £	1944-45 £	1945-46 £	1946-47 £	1947-48 £	1948-49 £
Agriculture     ...     ...     ...	182,115	233,876	278,173	323,864	339,501	371,861	517,721	564,661
Education     ...     ...     ...	282,882	352,896	481,226	485,113	615,663	861,135	1,390,700	1,821,373
Forestry     ...     ...     ...	57,210	83,711	105,401	94,709	105,960	131,309	148,373	144,442
Land and Survey*     ...     ...	46,662	57,046	63,767	96,324	79,094	129,414	{ 171,219 80,384 }	{ 99,286 110,751 }
Medical ((including Sleeping Sickness)     ...     ...     ...	445,676	522,188	642,131	676,636	732,203	846,519	1,142,813	1,364,223
Public Works (including Recurrent Maintenance Works and Services)     ...	649,911	794,998	854,005	754,099	1,078,065	1,294,707	1,675,909	1,948,682

\* Now two departments, shown separately for 1947-48 and 1948-49

NOTES— The accounts for 1948-49 were regionalised and the figures given for that year are provisional.

The figures do not include expenditure under the Development Plan.

# Appendix F

## COLONIAL DEVELOPMENT AND WELFARE SCHEMES

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Agriculture			
Agricultural Development	D754	C. D. & W. vote and Nigerian recurrent expenditure	Extension of services throughout Nigeria.
Oil Palm Research Station	R110	C. D. & W. vote and Nigerian recurrent expenditure	To develop and maintain the station at Benin.
Rice Research	R224	C. D. & W. vote and Nigerian recurrent expenditure	Research into improvement of rice growing.
Soil Conservation, Eastern Provinces	—	Nigerian recurrent expenditure	For investigating and checking soil erosion.
West African Agricultural and Forestry Research Organisation	R305	C. D. & W. vote	Preliminary stage of West African organisation.
West African Pest Infestation Survey	R90	C. D. & W. vote	West African organisation.
Building Programme for Development Plan	D468	C. D. & W. vote and Nigerian loan funds	Construction of buildings connected with the Ten-Year Plan.
Development Officers	D473	C. D. & W. vote	Temporary officers to help provincial administrations in development work.
Education			
Development of General Education	D735	C. D. & W. vote Nigerian recurrent expenditure & loan funds	Expansion of secondary education and teachers' training facilities.
Development of Technical Education	D491	C. D. & W. vote and Nigerian recurrent expenditure	For training artisans and technicians.
Gaskiya Corporation	D363 & 549	C. D. & W. vote and Nigerian recurrent expenditure	To provide for the printing and publication of newspapers and other literature.

Appendix F continued

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Psychological Research ...	R315	C. D. & W. vote	Investigations into selection methods for technical institutes and trade schools (Dr. Tooth). To set up a centre at Asaba.
Rural Training and Demonstration Centre	D930	C. D. & W. vote and Nigerian recurrent expenditure	Scheme to extend electricity undertakings.
Electricity Development ...	D467	C. D. & W. vote and Nigerian loan funds	Under officer of International African Institute.
Ethnographic Survey ...	—	C. D. & W. vote and Nigerian recurrent expenditure	To develop creek and river fishing. To establish a proper forestry estate throughout the country.
Fisheries Development ...	—	Nigerian recurrent expenditure	Expansion of Geological Survey work.
Forestry Development ...	D752	C. D. & W. vote and Nigerian recurrent expenditure	For secondment of American geologists.
Geology	D784A	C. D. & W. vote and Nigerian recurrent expenditure	Travelling expenses of Mr. K. O. Dike, Nigerian scholar in the United Kingdom.
Geological Survey ...	D1191	C. D. and W. vote	Expenses of officer preparing Fulani dictionary.
Appointment of American Geologist under E.C.A.	R339	C. D. and W. vote	Investigation into Helminthiasis with particular reference to Loiasis.
Historical Research ...	R146	C. D. and W. funds	
Linguistics Research ...	—	Nigerian recurrent expenditure and loan funds	
Marine Development ...	R322	C. D. & W. vote and Nigerian recurrent expenditure	
Medical and Health Helminthiasis Research			

Appendix F continued

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Leprosy Control	D366	C. D. & W. vote, Nigerian recurrent expenditure and Native Authority funds	Scheme to gain preliminary experience of leprosy control in a few specified areas.
Malaria Service	D450B, D1026 R286	C. D. & W. vote and Nigerian recurrent expenditure	To provide improved facilities for malaria research and extension of staff training work.
Physiological Research	R109	C. D. & W. vote	Research in hot climate physiology.
Tsetse Control	D1202	C. D. & W. vote	Tsetse elimination in part of the Northern Provinces.
University College, Ibadan : Teaching Hospitals	—	Nigerian recurrent expenditure	Hospital facilities for the Medical Faculty.
West African Institute of Trypanosomiasis Research	R140	C. D. & W. vote and West African Government's recurrent expenditure	Research on all aspects of trypanosomiasis in West Africa.
West African Virus Research Institute	R125B, R323 & R348	C. D. & W. vote	Formerly the Rockefeller Yellow Fever Institute. Contributions for running costs and provision of staff.
Meteorological Services	D1174	C. D. & W. vote and Nigerian recurrent expenditure	To develop the Meteorological Services.
Roads Road Development	D431	C. D. & W. vote, Nigerian recurrent expenditure and Native Authority funds	For the construction and improvement of the road system in Nigeria.
West African Road Research Laboratory	R347	C. D. and W. vote and West African Government's recurrent expenditure	For investigation of tropical road building problems.
Social Welfare	—	Nigerian recurrent expenditure	Local expenditure on Social Welfare services.

# Appendix F continued

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Sociological Research 1. ....	R320	C. D. & W. vote	Socio-economic surveys in Owerri Province by Mr. Ardener and in Zaria Province by Mr. Smith.
2. ....	R342	C. D. & W. vote with transport costs from Nigerian recurrent expenditure	Socio-economic survey of Yoruba community at Oshogbo by Mr. Schwab.
Telecommunications Development	D449	C. D. & W. vote and Nigerian loan funds	Improvement of telegraphic, telephonic and wireless services.
Textiles Development ....	D534 & 534A	C. D. & W. vote and Nigerian recurrent expenditure	To assist the peasant population to improve the quantity and quality of their output
Town Planning and Village Reconstruction ....	D574	C. D. & W. vote Nigerian recurrent expenditure and Development Board funds	Assistance in town planning and village development under the guidance of a Town Planning Officer.
Veterinary Veterinary Development ....	D751	C. D. & W. vote and Nigerian recurrent expenditure	For treatment of disease, livestock improvement etc.
West African Veterinary Research Organisation ....	R304	C. D. & W. vote	Preliminary work to establish a research organisation.
Water Rural Water Supplies ....	D437	C. D. & W. vote ; Nigerian recurrent expenditure on preliminary survey work only.	To provide water supplies in rural districts
Urban Water Supplies ....	D438 & 438A	C. D. & W. vote and Nigerian loan funds	To provide water supplies in urban districts
West African Institute of Social and Economic Research ....	R326	C. D. & W. vote	To provide buildings and staff for the institute.

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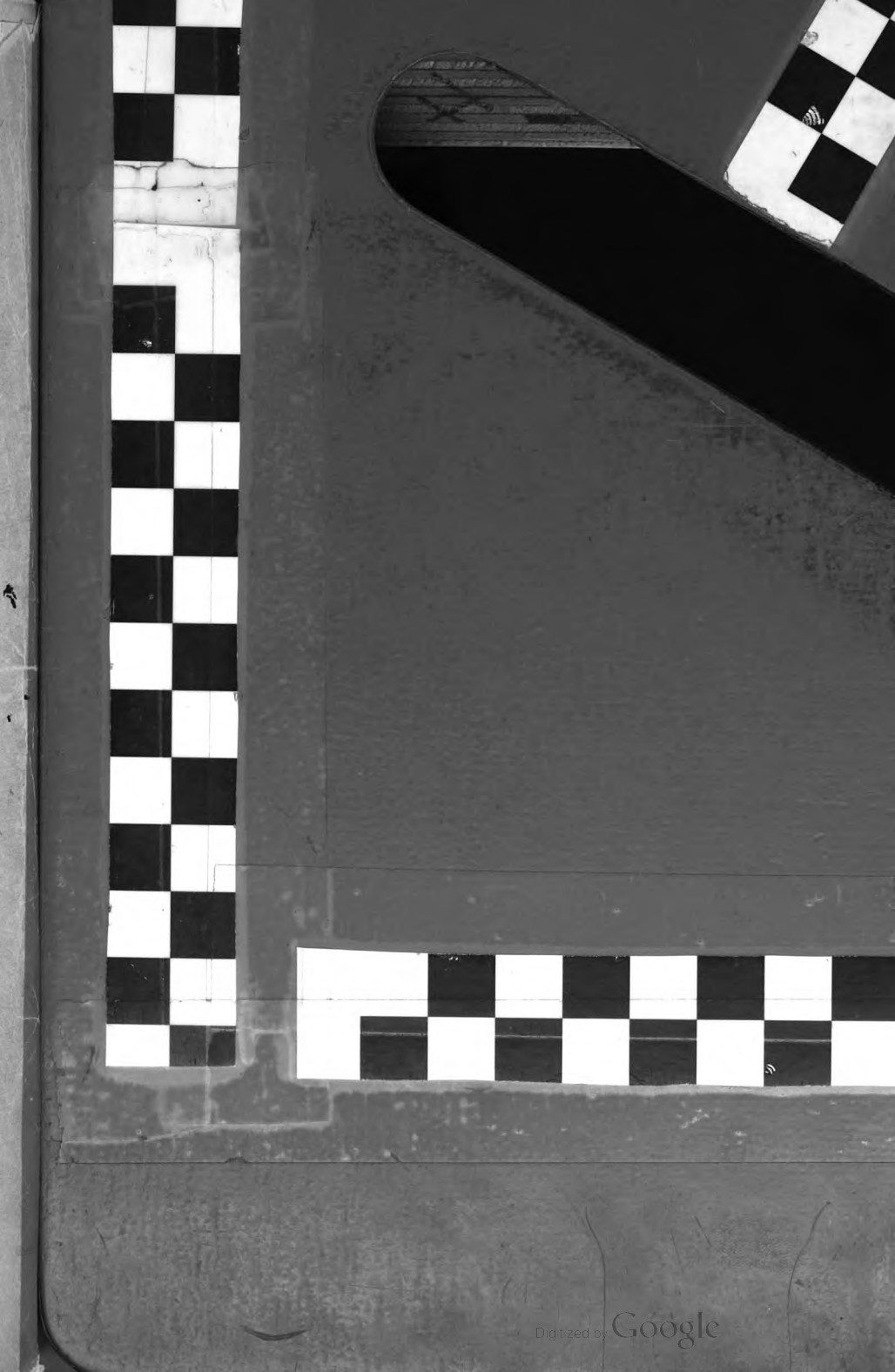
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# REPORT ON NIGERIA

FOR THE YEAR

1950

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## PART 1

### Review of the Year 1950

#### THE NEW CONSTITUTION

IN 1947 a new constitution had been introduced giving Nigerians, for the first time, a majority in a Legislative Council re-constituted so as to be able to legislate for the whole country. Nigerians similarly were in the majority on new Regional Assemblies established at the same time. As was described in the 1949 Report, it was decided to revise this constitution so as to give Nigerians an even fuller share in running their affairs, and consultation at all levels for this purpose went on during 1949.

At the beginning of 1950 a General Conference at Ibadan of 53 members, all except three of whom were Nigerians, drew up a report making recommendations for the new constitution, and these recommendations are substantially those which will be embodied in the constitution which will come into force in 1951. Details of the new constitution are given in Appendix F and only a very brief summary will be included here.

The new constitution has three aims :

1. While preserving and strengthening the unity of Nigeria, it gives greatly increased autonomy to the three Regions, North, West and East, which make up the country. Regional House of Assembly, for instance, will for the first time be able to legislate on a wide variety of subjects and Regions will, when the recommendations of a Revenue Allocation Commission which reported in 1951 are carried out, have certain considerable revenues of their own instead of simply receiving allocations from the Centre as at present.

2. Larger and more representative legislatures with wider powers will be created both in the Regions and at the Centre. These new legislatures will be almost entirely composed of elected Nigerians. Methods of election will vary in the different Regions, but the basic principle will be election through electoral colleges ; at the primary stage of the process leading up to the final election of members of the Regional Houses all adult taxpayers may vote if they are British subjects or British protected persons.

One of the most important questions to be considered in the composition of the legislatures was the number of members who should come from each of the different Regions. This key question was still unsettled when the Secretary of State expressed His Majesty's Government's approval, in principle, of the constitutional proposals in a despatch dated 15th July, 1950. It was a problem that demanded

high qualities from Nigerians for its solution, and it is to the credit of the Nigerian members of the Legislative Council that it was satisfactorily settled by agreement before the end of the year ; 50 per cent of the elected members of the central legislature will come from the north, 25 per cent from the east and 25 per cent from the west.

3. Nigerians will bear a full share, not only as before in the making of the laws, but also in the shaping of Government policy and in ensuring that it is carried out. For this purpose there will be established a Council of Ministers at the centre and Executive Councils in the Regions. In each of these councils, which will have to decide all major questions of policy, there will be a majority of Nigerians.

#### LOCAL GOVERNMENT

There were also during the year two important reforms in local government. In the east there had never been in the indigenous organisation recognised authorities higher than the village council and so it was not possible to build up a system of local government through traditional rulers in the same way as in the north and west. Instead, since the early nineteen-thirties, a system of clan and group councils was developed. They were made Native Authorities and the majority of them functioned satisfactorily, but were unable to compete with the rapid tempo of progress. The Eastern House of Assembly in 1949 expressed its wish to build on this foundation by introducing a modern system of local government with county, district and local councils with increased powers and revenues, and the Eastern Provinces' Local Government Ordinance to bring this system into effect was passed in 1950. The first county council under the new system was established at Ikot Ekpene in 1951.

The Lagos Town Council Ordinance, passed during the year, was of equal importance ; it established a council composed entirely of members elected by adult suffrage with a mayor elected from the councillors. Voters came to the polls in large numbers ; members of a newly organised Democratic Alliance party secured a majority and Dr. Olorun Nimbe, one of their members, became the first Mayor of Lagos.

#### DISTURBANCES IN THE EASTERN PROVINCES

Political progress such as that recorded above cannot be secured unless there are harmonious relations between Government and people. There was at one time in 1950 a possibility that these relations would be impaired by the consequences of the disturbance at Enugu Colliery on 18th November, 1949, in which 21 miners lost their lives and over fifty were wounded. A Commission of Enquiry\* including two African judges had at once been appointed to report on the tragedy, and their report was published in June. Despite some attempts to rouse feeling in the press by playing on the concern caused by the disturbances, general opinion in Nigeria was typified

\* A description of the Commission's report and the events connected with it is given in Appendix H.

during the period by the unanimous vote of confidence in the Governor and the Chief Commissioner Eastern Provinces passed by the non-official members of the Eastern House of Assembly. By the end of the year labour relations at Enugu Colliery had greatly improved. Steps are being taken to provide better machinery for the settlement of industrial disputes generally and industrial relations have improved so that this machinery can be put to good use.

### STRIKES

There were 26 strikes during the year compared with 36 in 1949 : the number of workers involved was 27,000 compared with 47,000 in 1949. The longest strike lasted 18 days, but the average was only three days. There were some incidents of violence and hooliganism, particularly during the strike of the United Africa Company workers in August.

### INTER-TRIBAL CLASHES

There were also in 1950 some inter-tribal clashes. One of these was in the almost inaccessible hills of the Gwoza district of Dikwa Division in the Northern Cameroons ; the people of that district include some of the most primitive tribes in West Africa and affrays between clans are to be expected after the crops have been harvested and the making of beer has begun.

Much more grave and totally inexcusable was the attack made by members of the Kalabari tribe on 4th and 5th August on the Okrikas, with whom they had had long-standing fishing disputes. A band of Kalabari war canoes attacked Okrika fishermen by night at a place called Ochokorocho and are alleged by the Okrikas to have massacred 119 of them ; 23 bodies were recovered. The Kalabari peoples were completely unco-operative during the police enquiries which followed. They deliberately suppressed evidence and it has not been possible to bring the criminals to justice. As a result of an inquiry held by two Administrative Officers and a Crown Counsel into the incident, the Governor in April, 1951, acting under the Collective Punishment Ordinance (Nigeria Laws, cap. 34) imposed a fine of £20,000 on the Kalabari communities concerned. Of this £12,000 will be paid in compensation to those Okrikas who were bereaved and the remainder will be used to help pay for the extra police which had to be moved into the area. Long-term proposals for the settlement of the dispute were made in the report of a Commission under Mr. Justice Robinson, which was presented in March, 1950.

These events were isolated incidents in a very large country. The overwhelming majority of Nigerians are law-abiding people who continued in 1950, as in previous years, to go peacefully about their own affairs.

### NIGERIAN PARTICIPATION IN THE WORK OF GOVERNMENT

Nigerians continued to play an important part in the work of the various statutory organisations set up to promote the economic



development of the country, for example on the Marketing Boards and the Coal and Electricity Corporations.

Good progress was also made during 1950 in the appointment of Nigerians to senior Government posts and the training of others to qualify for such posts in the future. From the time when the recommendations of the 1948 Commission on this subject were accepted by the Nigerian Government until the end of 1950, 335 Nigerians have been appointed or promoted to Senior Service posts and over 300 awards of scholarships and grants for training courses have been made. Approximately one-seventh of the Senior Service is now Nigerian and early in the new year Dr. S. L. A. Manuwa, O.B.E., M.D., F.R.C.S., was appointed Director of Medical Services. He is the first Nigerian to hold this important appointment.

#### CIVIL SERVICE TRANSFERS

Several distinguished members of the Nigerian civil service left the country during the year or in early 1951 on retirement or transfer. They included Sir Hugh Foot, K.C.M.G., Nigeria's Chief Secretary during the period while the planning of the new constitution was taking place. Sir Hugh left to take up his new appointment as Governor of Jamaica and was succeeded as Chief Secretary by Mr. A. E. T. Benson, former Chief Secretary to the Central African Council.

#### TRADE

On the economic side the post-war boom continued and the value of Nigeria's visible external trade increased during 1950 to over £147 million, the highest figure in the history of the country. There were no serious difficulties in obtaining essential imports during most of 1950 but, by the end of the year and the beginning of 1951, general re-armament and the Korean war were making the procurement of some commodities difficult. The United Kingdom was still by far the most important source of supply with £37 million worth of goods imported during the year; the second highest supplier was Japan with £5.8 million.

There was no difficulty in disposing of all Nigeria's main exports at remunerative prices. The prices of tin and rubber in particular soared during the year through the keen demand caused by the worsening of the international situation. There was also a large increase in the amount of rubber exported. The 1949-50 groundnut crop was poor on account of bad weather, but exports were not much below the normal figure owing to the clearing of stocks which had had to be stored from previous seasons.

#### THE MARKETING BOARDS AND REGIONAL PRODUCTION DEVELOPMENT BOARDS

The high prices paid for Nigeria's exports in the post-war years and the keen demand for them have enormously strengthened the most important of Nigeria's present economic institutions, namely

the Marketing Boards and the Regional Production Development Boards. The purposes and the work of these Boards in 1950 are described in some detail in Part II, Chapter 5. The Marketing Boards have been able to build up very strong reserves to cushion producers against future falls in prices and to allocate either directly or to the Regional Production Development Boards very large sums of money, either for research into the crops with which they are concerned, or for the benefit of the areas and populations where these crops are produced. The Cocoa Marketing Board, for instance, gave £1 million in 1950 to endow the Faculty of Agriculture in Ibadan University College and contributed £500,000 to the improvement of roads in the cocoa growing areas in the west. The Groundnut Marketing Board made a first grant of over £1,700,000 to the Northern Regional Production Development Board for a number of schemes, including a campaign to increase the use of artificial fertilisers. The Oil Palm Produce Marketing Board has made grants on a similar scale to Regional Production Boards for schemes including the erection of modern oil mills and the establishment of oil palm estates. Schemes of the Regional Production Development Boards are subject to the Governor's approval, but that approval may not be withheld if the schemes are within the resources of the Boards and within the purposes to which they are empowered to devote these funds. This procedure enables plans of development backed by adequate resources to be carried out quickly and the new system is already helping to speed up the tempo of development throughout the country.

#### THE REVISED DEVELOPMENT PLAN

Another economic event of importance during the year was the revision of Nigeria's Ten-Year Development Plan. The revised version of this plan for the years 1951-56 was approved by the Nigerian Legislature in the Budget Session of 1951. The aim of the original plan was to build up to an adequate standard basic social services, such as health and education, and basic economic requirements, such as roads, so as to lay sound foundations for further progress. It had always been realised that revision in the later stages would be required and the need for it in 1950 was apparent. Costs of services and goods had risen sharply, there was need for further consultation with representative Nigerian opinion, and the old plan was rather too rigid for swift progress to be made with new improvement schemes suggested since its inception.

The old plan had been estimated to cost £55 million over the period 1946-56. The United Kingdom provided £23 million under the Colonial Development and Welfare Act towards this, and the remainder was found from Nigerian revenue and Nigeria loan funds. At the end of the financial year 1950-51 approximately £34 million of the £55 million remained unspent. Under the revised plan, of this £34 million over £10 million will be spent by the Central Nigerian Government, £12½ million by the Northern Region, nearly £6 million by the Western

Region and nearly £5 million by the Eastern Region. The new plan will be more flexible than the old, and wide freedom will be left to the Regions to alter the order of priorities of projects as circumstances require. Sixteen million pounds of the £34 million required will come from the unspent balance of Colonial Development and Welfare grants, nearly £10 million from loan funds and £8 million from Nigerian revenues. The items on which most money will be spent under the new plan are education, general and technical (nearly £7 million), roads (£5 million), water supplies (£4½ million), medical and health (£4½ million), agriculture (£3 million). The new plan incorporates schemes already in existence and a list of these is given in Appendix I. They are of such wide variety that reference to them will be found later in practically every chapter in this Report, but the following are some of the main schemes in which important progress was made in 1950 :

### *Agriculture*

*Irrigation in the North.* The plan provides for the engagement of irrigation staff, etc., to increase production by dry season irrigation and by the control of flooding for rice cultivation in low-lying swamps. Work was started in 1950 on an irrigation scheme to drain two thousand acres of swamp land in Bida Emirate and a survey was made at Badeggi in the same Emirate with a view to opening up 20,000 acres of land for rice cultivation.

### *Development of Broadcasting Services*

The plan provides for a full-scale broadcasting service in Nigeria, including a 20 kilowatt short-wave transmitter at Lagos, 7½ kilowatt short-wave transmitters at Kaduna and Enugu and new studios at Ibadan. Mr. T. W. Chalmers, former controller of the B.B.C. Light Programme, was appointed during the year to take charge of the establishment of the new service.

### *Technical Education*

One of the great hindrances to Nigerian development in the past has been the painful lack of qualified technicians of all kinds and of highly skilled artisans. The plan should go far to remedy this; it provides for a Nigerian College of Arts, Science and Technology with three branches at Ibadan, Zaria and Enugu. The object of the College is to provide technical education at the higher levels, the lower standard work being the responsibility of the trade centres and technical institutes which, by 1956, will be turning out 300 trained artisans a year, and will have some 1,200 male apprentices in training.

### *Roads*

The plan provides £2 million for the improvement of communications in Bornu Province so as to improve the agricultural production of that Region. It was originally thought that the best plan would be to

extend the Nigerian Railway from Nguru to Maiduguri, but during the year serious consideration was given to an alternative proposal of greatly improving one of the trunk roads from other parts of the north into the Province.

### *Research*

The plan provides for many important research schemes, including the establishment of the West African Institute of Trypanosomiasis Research, research into helminthiasis (filariasis is endemic in the Eastern Provinces and causes much misery and debility), and research into the possibility of greatly increased rice cultivation.

## EDUCATION

Social services expanded still further during the year. Government expenditure on education for 1950-51 was in the neighbourhood of £3 million compared with £300,000 just before the war. The first examinations of the students of the University College, Ibadan, were held during the year and the results were most encouraging; 76 students passed the Intermediate Examination and in the second M.B. Examination, which had never before been taken in Nigeria, 12 out of 14 passed creditably in anatomy and physiology. The University College now has an academic staff of 80 and some 350 undergraduates in residence. Less satisfactory was the lack of qualified staff for secondary schools during the year and the low standard of work in some primary schools.

## PUBLIC HEALTH

The Medical Services also expanded and good progress was made with the training of medical staff though there is still an acute shortage, not only of doctors, but of nurses. A number of new hospitals were built or construction on them was started.

In the north during the year there was the most serious epidemic of cerebro-spinal fever ever recorded. Splendid work during this epidemic was done by the Medical Field Units. There were nearly 94,000 cases in the first six months of 1950 with 18,000 deaths; the mortality rate, heavy though it is, is comparable with the rates in the United States of America and Great Britain and is a great improvement on pre-war figures of a mortality of 80 or 90 per cent. Leprosy is unfortunately more common than in practically any country in the world; a most encouraging development during 1950 was the success of the new Sulphone treatment. The Nigerian Central Leprosy Board has decided to extend this treatment to all patients.

## COMMUNAL LABOUR

An interesting piece of social legislation was the Labour Code Amendment Ordinance 1950 (No. 34 of 1950). This Ordinance, among other provisions, altered the law concerning labour for communal services; in addition to existing Native Authorities, duly

authorised local government bodies, which may be created in the future, may now require communal labour. The consent of the Governor to the exacting of certain of these services is rendered unnecessary, but the persons concerned in providing the labour must be consulted as to the need for it and a substantial majority must be in favour. These new provisions on communal labour were brought into force in response to the force of local opinion and not on Nigerian Government initiative.

#### PRESENTATION OF IFE HEADS

The outstanding event of the year in art matters was the presentation to the Oni of Ife by Dr. William R. Bascom, of North Western University, Illinois, U.S.A. of two bronze heads which he had purchased when in Nigeria in 1938. These heads, together with other Ife antiquities, were one of the outstanding art discoveries of the present century. Dr. Bascom had done much while the two heads were in his possession to make these works of Nigerian art better known on the American continent.

#### THE FESTIVALS OF THE ARTS

On the initiative of a few Government officials and private citizens in Lagos, the first Nigerian Festival of the Arts was held in 1950 and the second followed in March, 1951. These festivals have already been a success and should do much to improve standards of artistic taste and achievement in Nigeria. A prize-winning poem in English by a young Nigerian for the second Festival is given in Chapter 12 of Part II.

#### BOOKS

Some interesting books on Nigeria were published during the year including the seventh volume of Dr. D. A. Bannerman's *Birds of Tropical West Africa*; this series, started twenty years ago, is one of the great modern works of natural history.

#### SPORT

Finally, 1950 was an encouraging year for Nigerian sport; as it ended, the International Olympic Association recognised Nigeria as eligible for participation in the Olympic Games.

## Part II

### Chapter 1 : Population

#### NUMBERS

THE last census of Nigeria was in 1931 when the population was estimated at just under 20 million.

Plans for a detailed count of the population in 1952-53 are now being made. The forthcoming census will, of necessity, be limited in scope and its primary object is to ascertain, with the greatest accuracy possible, the number of the population, and its classification by sex, age, literacy, occupation and tribe or nationality. This task will probably not be completed until the end of 1953.

The most recent estimate of the population is 24,300,000 but this figure and those given below for the three Regions and the Colony, are probably too small. The number of persons in the Northern Region is estimated to be 13,800,000 and the numbers for the Eastern and Western Regions, 6,100,000 and 4,000,000, respectively. The population of the Colony area is thought to be 430,000, of which Lagos has 230,000. This latter figure is an accurate one as a census of Lagos was taken in 1950.

These figures are based on the annual estimates made by the Provincial Administration of the population of the various administrative divisions of Nigeria and the Cameroons. The estimates are made from the annual returns of taxpayers and their accuracy varies. They are of limited value as guides to population trends, if only for the reason that women are not subject to direct taxation over most parts of the country. The numbers of women and children over large areas are, therefore, only very rough estimates.

#### TYPES

The predominant type in the population is the "West Coast Negro." The type is purest and commonest in the forest country of the south-east, into which overland migration has always been difficult and unattractive. In the north and west other very different stocks have mingled with the negro population. The Fulani and Shuwa Arabs, for example—the former widely but thinly distributed north of the forest zone, the latter practically confined (in Nigeria) to the neighbourhood of Lake Chad—represent types very far removed from the Negro, and may be roughly described as "Mediterranean" and "Semitic" respectively. There are many conflicting theories about the origin of the Fulani, and all that is certainly known is that their ancestors spread westwards between the desert and the forest, reaching Bornu from Melle in the fourteenth century, and that they are to be found today in scattered communities over the whole of the Western Sudan,

from Cape Verde to the Kordofan. Between the extremes represented by pure Fulani or Shuwa Arabs on the one hand and the Forest Ibo on the other, there exists a great variety of physical type, language and culture, the result of long and extensive intermingling of stocks, such as Berber, Bantu and Nilotic Negro, and in all but a few areas it is impossible to draw definite lines of ethnic demarcation.

#### MAIN GROUPS

The term "tribe" is consequently misleading as applied to most of the peoples of Nigeria, since the groups on which it is commonly conferred lack both self-consciousness and political unity. For descriptive purposes, however, it has been customary to list certain major groups, distinguished from each other by language. No record has been compiled since 1931 of the strength of these groups. At that time, the position was estimated to have been as follows : Hausa 3,600,000 ; Ibo 3,200,000 ; Yoruba 3,200,000 ; and Fulani 2,000,000. Four other groups—the Kanuri, the Ibibio, the Tiv and the Edo—were estimated at figures varying between 1,000,000 and 500,000, whilst the number of Nupe was believed to be about 330,000 and that of Ijaw 160,000.

The Hausa are simply a linguistic group, consisting of those who speak the Hausa language as their mother tongue and do not claim Fulani descent, and including a wide variety of stocks and physical types ; the greater part of this group is found in the northern emirates. The Fulani are intermingled with the Hausa and include all who claim descent (often only in the male line) from the true Fulani stock, which is today preserved only amongst the nomadic herdsman ("Cattle Fulani") and a minority of settled communities which have not inter-married with the indigenous people. A majority of those listed as Fulani speak the Hausa, not the Fulani, language as the mother tongue. The Kanuri, most of whom live in the Chad basin, are a linguistic group, but have more physical homogeneity than either of the two already mentioned, and a political focus in the ancient kingdom of Bornu. The Tiv may properly be termed a "tribe", for they form an almost solid block occupying a limited region on the lower Benue, have a uniform language and physique and believe themselves to represent a fairly recent immigration from the south-east ; moreover, they possess the germ of political unity, which is being sedulously fostered under their present administration. The Nupe are partially localised in the valley of the River Niger above its confluence with the Benue ; like the Hausa, they are a linguistic group including various stocks and, since the Fulani conquest, are divided amongst a considerable number of states.

The remaining main groups mentioned above are from the Southern Provinces, except a minority of the Yoruba. Edo (or "Idu") is the local name for Benin, and has been applied to those who speak the language of that place, the seat of a powerful dynasty, which has at

one period or another dominated most of the "Edo-speaking people" or their ancestors.

Both Ibo and Yoruba, especially the former, include a diversity of physical types. Many Ibo dialects differ so much amongst themselves as to be practically distinct languages. Yoruba, however, is spoken with some uniformity throughout the ancient kingdoms of the south-west, and with the spread of literacy is developing a literature of its own. The Ibo-speaking peoples form an extensive and fairly solid block immediately to the east of the lower course of the Niger, but, like their neighbours, the Ijaw on the south-west and the Ibibio on the south-east, seem never in the past to have developed any political organisation higher than that of the town or small group of villages.

Besides the large groups mentioned above, there is a very large number of minor linguistic groups, some comprising tens of thousands of individuals, others limited to single villages. These together accounted for the balance of  $4\frac{1}{2}$  million people in the 1931 census not included in the main divisions of the population. Many of these minor groups still preserve their distinctive languages and customs, but with improved communications there is a growing tendency towards assimilation, particularly in the north by reason of the spread of Islam and the Hausa language. Throughout the greater part of the Northern Provinces, Hausa is the language of the markets and trade routes and, like Swahili in East Africa, but to a more limited extent, is becoming the *lingua franca* of that region.

#### VITAL STATISTICS

There are no accurate vital statistics except for Lagos. The recorded Lagos figures indicate that between the years 1926-30 and 1946-50 (during which period the population of the town doubled), the average death rate fell from 20 per 1,000 to 17 per 1,000, while the average birth rate increased from 29 per 1,000 to 44 per 1,000. The death rates given are believed to understate the true rates. On the other hand, some of the considerable increase in the birth rate was no doubt due to fuller registration of births which took place in Lagos and to the registration in Lagos of children born outside the boundaries of the township. Infant mortality fell during the same period from an average of 154 to 105 per 1,000 live births and the average percentage of still births to live births from 3.6 to 3.1.

#### TOWNS

As stated above the 1950 population of Lagos, the capital of the country, was 230,000.

The population of the other main towns has been estimated as follows :

Northern Provinces	.	Kano	.	.	.	100,000
		Ilorin	.	.	.	53,000
		Maiduguri	.	.	.	43,000



Western Provinces . . .	Ibadan . . .	335,000
	Iwo . . .	86,000
	Ogbomosho . . .	85,000
	Oyo . . .	79,000
	Oshogbo . . .	64,000
	Abeokuta . . .	54,000
	Ede . . .	51,000
	Iseyin . . .	48,000
	Ife . . .	45,000
Eastern Provinces . . .	Onitsha . . .	60,000
	Port Harcourt . . .	45,000
	Enugu . . .	40,000

## Chapter 2 : Occupations, Wages and Labour Organisation

### OCCUPATIONS AND WAGES

THE overwhelming majority of adult occupied Nigerians are peasant farmers, working for themselves. The largest groups of those employed by others are Government servants, and those working in the mines or for employers engaged in agriculture. The largest single employer is the Nigerian Government. There are 48,000 established civil servants, of whom approximately 4,000 are in the Senior Service, and there are a further 52,000 unestablished Government employees. The average number of persons employed in the mines in 1950 was over 82,000, of whom some 75,000 were employed in the tin mines near Jos and some 6,000 in the colliery at Enugu. According to returns given by employers of ten workers or more, there were over 55,000 people working for such employers during 1950 in agriculture and forestry, but the figure should be regarded as only an approximation.

Wage rates increased further during the year for all the three classes into which labour is divided for wage purposes—general labour, special labour and skilled artisans. The Government, for instance, increased the wage range of general labour in and near Lagos to between 2s. 3d. and 2s. 7d. a day (compared with 1s. 11d. and 2s. 3d. before); and of special labour to between 2s. 4d. and 4s. 3d. (compared with 2s. and 4s. before). Similar increases were granted in other parts of the country. An example of increases of wages to skilled artisans was the decision of the Oil Storage Company of Apapa to raise rates for tradesmen to between £8 and £25 a month from between £6 and £14 a month.

During the year a temporary addition to rates of pay of 12½ per

cent was given to all Government Junior Service employees, and of 10 per cent to Senior Service employees. Similar increases were granted by some commercial firms.

The standard weekly hours of work vary from 34 for clerical workers to 45 for technical and industrial workers ; certain classes of workers in Government departments have a standard 44-hour week.

#### LABOUR ORGANISATION

As has been said, most Nigerians are peasant farmers, working for themselves and their families. Some of them belong to co-operative societies and may give each other mutual help in other ways, but they are not organised for labour purposes in trade unions nor do their activities fall within the scope of the Labour Department which advises the Government on labour policy. Both that Department and the trade unions, the work of which is described in the following sections, deal only with the economically important but relatively few workers employed in various industries.

#### LABOUR DEPARTMENT

##### *Functions*

The head of the Labour Department is the Commissioner of Labour, who is the chief adviser to Government on all matters of policy. The general functions of the department include the enforcement of labour legislation, the review of conditions of employment in all areas and occupations, the guidance of trade unions, the prevention of trade disputes and assistance in the orderly settlement of those disputes that cannot be prevented, and the operation of employment exchanges.

Particular duties undertaken are control of the recruitment of Nigerians for employment in foreign territories, trade testing, training of the department's staff and certain members of other departments in labour matters, assessment of workmen's compensation claims by Government employees and special work in connection with minimum wage fixing machinery and Labour Advisory Boards.

The Commissioner of Labour is also Chief Resettlement Officer and so responsible for the administration of the Employment of Ex-servicemen Ordinance, 1945 (Nigeria Laws, cap. 59) and for ex-servicemen's resettlement schemes.

##### *Work during 1950*

Both the size and work of the Department of Labour further increased during 1950. The provision of the 1950-51 budget for the Department was £160,280. The Department's work during 1950 in the solution of labour disputes, in co-operation with trade unions, and in the preparation of labour legislation is outlined below. Other activities included the following :

(a) A Labour Office was opened during March in the Gabon, French Equatorial Africa and Mr. W. I. Brinkworth, seconded from the Provincial Administration, was appointed Labour Officer and British Vice-Consul, Gabon. This followed the conclusion with the French authorities of a labour agreement regulating the employment of Nigerian labour in the Gabon. During the year the revision of the labour agreement with the Spanish authorities in respect of Nigerian labour in Fernando Po was also carried out.

(b) Two Regional Departmental Headquarters were established at Kaduna and Enugu respectively with a Senior Labour Officer in charge of each Region.

(c) Trade testing was carried out as before with the object of providing employment exchanges and employers with reliable information regarding the abilities of persons seeking employment.

#### TRADE UNIONS

During 1949 the local trade union movement suffered a number of setbacks. In January, 1949, the Nigerian Trades Union Congress was split and an opposing body was set up under the title of the Nigerian National Federation of Labour. During 1949 efforts to reconcile the two groups failed, but in 1950 apparent unity was secured by the formation of a new body, the Nigerian Labour Congress incorporating them both. The leaders of the Congress, however, were discredited by their handling of an abortive strike in December, 1950, among employees of some mercantile firms (see under Labour Disputes below), and the Congress has not yet functioned as an organisation representing all the country's trade unionists. The trade union movement in the country as a whole is suffering from a lack of capable and responsible leaders. In December, 1950, O. Ojiyi, Secretary of the Colliery Workers Union at Enugu, was sentenced to three years imprisonment for the embezzlement of union funds.

#### *Membership*

At present there are 149 registered unions, compared with 129 in 1949, and the approximate known membership is 125,000, compared with 108,000. The following unions have a membership of over 10,000 :

Nigeria Union of Teachers . . . . .	22,000
Amalgamated Union of United Africa Company African Workers . . . . .	18,000
Public Utility Technical & General Workers Union	12,000
Railway Workers Union . . . . .	11,000
Cameroons Development Corporation Workers Union	11,000

The division of unions by occupation is as follows :

<i>Occupation</i>	<i>Number of Unions</i>	<i>Approx. Membership</i>
Agriculture . . . . .	4	11,500
Banking and Insurance . . . . .	3	250
Building . . . . .	7	2,500
Commercial . . . . .	27	3,250
Domestic and Catering . . . . .	6	600
Engineering . . . . .	11	1,750
General . . . . .	20	35,000
Mining . . . . .	5	7,000
Postal Workers . . . . .	3	3,500
Printing . . . . .	5	800
Professional and Administration . . . . .	9	29,250
Railways . . . . .	8	15,750
Shipping and Dockers . . . . .	12	8,250
Tailoring . . . . .	2	175
Transport . . . . .	16	3,500
Woodworkers . . . . .	11	2,000
<b>TOTAL . . . . .</b>	<b>149</b>	<b>125,075</b>

### *Trade Union Education*

As in 1949, the Labour Department arranged a correspondence course for trade unionists in the provinces and 207 students were enrolled. The lack of suitable trade union literature makes it difficult for the students to take full advantage of the course, and consequently the general standard is low.

In April, 1950, the Labour Officer (Trade Unions) invited representatives of all registered trade unions to a conference in Lagos to discuss the introduction of trade union educational classes. At the conference it was decided to set up a Trade Union Education Committee for Lagos and the Colony.

Four classes were started by the Committee in Lagos during June and continued for three months with an average of approximately 200 students attending each week. A second series of classes started in November.

Outside Lagos a class in trade unionism was conducted in Ibadan and a trade union discussion group met regularly in Benin City, where two weekend schools on trade unionism were held during the year.

Six local trade unionists were awarded Government scholarships during the year to study trade unionism in the United Kingdom.

### *The Fitzgerald Commission's Report : Labour Recommendations*

The Report of the Commission of Inquiry into the 1949 disturbances in the Eastern Provinces, was published on 10th June. The report

included sections on trade unionism in Nigeria and the need for more responsible trade union leadership, industrial relations at Enugu Colliery, and the need for a system of conciliation independent of Government. Among the recommendations were proposals for the establishment of a Ministry of Labour, Conciliation Boards, a National Tribunal and general conciliation machinery.

The Secretary of State for the Colonies and the Nigerian Government accepted the proposals in principle and arranged for a small group of experts in trade union organisation and labour relations to investigate the problems involved. Two of the experts, Mr. E. Cain, J.P. (Secretary, Wheatley Hill Branch, National Union of Mineworkers, Durham area) and Mr. P. G. Weekes (then Manager of Oakdale Colliery, South Wales), arrived in June. They were accompanied by Mr. E. Parry, Assistant Labour Adviser to the Secretary of State. Colonel C. E. Ponsonby and Mr. Andrew Dalglish, nominated by the British Employers' Confederation and the Trade Union Congress respectively, joined the party later. Mr. Cain spent some three months at Enugu and Mr. Weekes, who took over temporarily the management of one of the mines, remained till February, 1951, the loan of his services having been generously extended by the National Coal Board. Colonel Ponsonby and Mr. Dalglish, in the course of a two months' visit, had numerous consultations with representatives of the trade unions, individual employees and government officials. The group made a number of valuable suggestions, designed to improve industrial relations, for the consideration of the Nigerian Government and the Coal Corporation.

#### *Labour Disputes*

There were 82 industrial disputes compared with 70 in 1949. Of these 26 resulted in strike action and involved some 26,876 workers; the figures for 1949 were 36 and 46,698 respectively. The four longest strikes lasted for periods varying from 7 days to 18 days, the general average being three days.

Most of the disputes which occurred during the year were resolved by negotiation between employers and employees and only in a few cases was it necessary for the Commissioner of Labour to appoint conciliators. Arbitration was resorted to in two cases. The following four disputes were of particular interest :

- (i) *Public Works Department Employees, Bamenda, and the Public Works Department.* This dispute was the result of a rumour that an increase of pay granted to 840 employees of the Public Works Department at Bamenda was being withheld. The workers stopped work on 27th January, resorting to acts of violence and sabotage and 15 of them were arrested and charged. The men returned to work on 30th January on the intervention of the Labour Officer, Buea, and the men's wages were increased with effect from 1st March, 1950.
- (ii) *Armel's Transport Workers' Union and the Director of Armel's Transport Limited.* The members of the Armel's Transport

Workers Union in the Western and Eastern Provinces went on strike on 8th May. They demanded increases in wages and improved conditions of service. After unsuccessful efforts by the Labour Officer, Benin, to get the men back to work, the Labour Officer, Ibadan, arranged for the parties to the dispute to meet with a view to an amicable settlement. The strikers finally returned to work on 26th May on the employers' terms. The union's demand for arbitration did not receive the consent of the employers and no further action was taken.

- (iii) *The Amalgamated Union of United Africa Company African Workers and the United African Company Limited.* On 2nd June, 1950, the Amalgamated Union of United Africa Company African Workers in Nigeria and the Cameroons renewed a strike notice suspended in May, 1949. The union was dissatisfied with the results of last year's conciliation proceedings and demanded the setting up of an Arbitration Tribunal before 2nd August, 1950. The United Africa Company consented to arbitration but the union insisted on taking strike action if arbitration did not start before the date fixed for the beginning of the strike. A widespread strike was subsequently declared from midnight of 1st August and it affected many parts of the country. The strike was called off from 8th August in Lagos and at various dates in other areas. Later, Mr. Justice V. R. Bairamian was appointed as Arbitrator with Messrs. F. O. Coker and P. A. R. Lindsay as assessors nominated by the union and the company respectively. In the Arbitrator's findings, awards were made in respect of four of the eleven claims of the union. The company undertook to implement the awards and to grant a 12½ per cent cost-of-living allowance to all its junior staff throughout the country, although the award referred only to Lagos, because figures for increases in costs had been put before the Arbitrator only in respect of Lagos. As a result of the union's claim that the Arbitrator intended this allowance award to be effective from 1st April, 1950, the Arbitrator was asked to interpret the award and he confirmed that 10th November, 1950, was the effective date. The union then rejected the Arbitrator's findings on all the points.

As a result of their dissatisfaction with the Arbitrator's findings, the leaders of the union, supported by the Nigerian Labour Congress, called the employees out on strike on 14th December, 1950. The strike, which affected employees of several mercantile establishments in Lagos and other parts of the country, was abortive. Only a small minority of workers took part, and it was only on account of intimidation that many of them did not report for work. The strike lasted till midnight of 26th December.

- (iv) *The Nigerian Civil Service Union and the Association of the Nigerian Railway Civil Servants.* These unions had protested to

the Government in 1949 against the existing salary scales (Scales F and G) of certain Junior Staff. To settle this matter Sir Drummond Shiels was appointed Arbitrator in January, 1950, with Messrs. W. H. Thorp and C. D. Onyeama as assessors. He made no award on a claim by the unions for complete equality in salary scales between the technical and clerical grades, but made various recommendations for improving the salaries and prospects of the clerical workers concerned.

#### LABOUR LEGISLATION

An Ordinance (No. 34 of 1950) amending sections of the Labour Code Ordinance was passed during the year. This Ordinance brought certain provisions of the Code into line with International Labour Conventions Nos. 82, 83 and 85, which were adopted during the Thirtieth Session of the International Labour Conference in 1947. It also empowered new local government bodies as well as native authorities to exact labour for communal services and dispensed with the necessity for the Governor's approval being given. It is interesting that this part of the Ordinance was due to popular pressure, not to Government initiative.

The Workmen's Compensation Ordinance (No. 51 of 1941) was also amended to extend workmen's compensation to many more workers and to increase the amounts of compensation payable.

## Chapter 3: Public Finance and Taxation

#### REVENUE AND EXPENDITURE

THE Nigerian financial year is from 1st April to 31st March. The detailed information given in this chapter accordingly relates to the fiscal year ended on 31st March, 1950, except where otherwise stated.

In 1949-50 there was once again a large increase in the totals of revenue and expenditure. The figures for recent years are given in Appendix A and the progressive increases reflect the development of the country, the increased cost of wages and materials and the higher rates of taxation which it has been necessary to impose in order to meet the extra expenditure.

The revenue for 1949-50 amounted to £30,764,681, which included £2,292,121 received from His Majesty's Government in the United Kingdom for development schemes under the Colonial Development and Welfare Act. Expenditure totalled £28,253,090, giving a surplus for the year of £2,511,591; this however, was reduced to £2,308,604 by depreciation of the market value of some of the Nigerian Government's investments.

All Government revenue collected throughout Nigeria accrues to the Central Government but, in accordance with Government's policy of devolution, allocations are made to the three Regions, each of which arranges and controls the spending of monies voted to it and prepares a Regional Budget. The amounts so voted during the year

totalled a little under £7,500,000, including grants for Regional works and services under the Ten Year Plan of Development and Welfare.

As will be seen from Appendix B, the bulk of the ordinary revenue accrues from import, export and excise duties. In 1949-50 these duties provided some 55 per cent of the revenue. Direct taxation accounted for 15 per cent and interest, largely contributed by the Railway in respect of capital works financed from Nigerian loan funds, provided 3 per cent. The balance was made up of such items as mining royalties, harbour dues, licences, fees and earnings of Government departments.

A welcome inclusion in the revenue for the year was a sum of £236,432 representing Nigeria's share of the profits of the West African Currency Board.

Expenditure items of an exceptional nature during 1949-50 included payments of £1,750,000 to the Nigerian Revenue Equalisation Fund, which in effect is a reserve account; £700,000 to the Supplementary Sinking Fund for loan redemption purposes, and £1,000,000 for the purchase of certain mining royalty rights from the United Africa Company as successors to the Royal Niger Company, to whom the rights were originally granted in 1899. Expenditure on the more important public services in recent years is shown in Appendix C.

## PUBLIC DEBT

During 1949-50 Nigeria's public debt and loan service charges were considerably reduced. All Nigerian public loan issues, other than the local loan floated in 1946, are quoted on the London Stock Exchange. The amount outstanding on 31st December, 1950, was £14,438,000, as shown below, compared with £17,111,658 on 31st December, 1949 :

<i>Amount outstanding 31st December, 1949</i>	<i>Amount outstanding 31st December, 1950</i>	<i>Description of Stock</i>		
4,188,000	4,188,000	Nigeria	3%	Inscribed Stock, 1955
5,700,000	5,700,000	"	4%	Inscribed Stock, 1963
300,000	300,000	" (local)	3½%	Registered Stock, 1956-61
1,250,000	1,250,000	"	2½%	Inscribed Stock, 1966-71
1,410,285	3,000,000	"	3%	Inscribed Stock, 1975-77
4,263,373	Nil.	"	5%	Inscribed Stock, 1950-60
<hr/> £17,111,658	<hr/> £14,438,000			

The 6 per cent Inscribed Stock Loan, 1949-79, of £6,363,226 was redeemed in October, 1949, by conversion of £1,410,285 into 3 per cent Inscribed Stock 1975-77, and repayment of the balance in cash. The 5 per cent Inscribed Stock Loan, 1950-60, of £4,263,373 was similarly redeemed in February, 1950, by the conversion of £1,589,715 into 3 per cent Inscribed Stock 1975-77 and the balance repaid. The



annual reduction in loan service charges resulting from these operations is £557,367.

The annual charge for interest and contributions to the Statutory Sinking Funds in respect of public loans at present outstanding amounts to £633,520, which is roughly 2 per cent of the estimated total ordinary revenue for 1950-51.

The total value of the Statutory Sinking Funds at 31st March, 1950, was £3,075,895 and there was also a Supplementary Sinking Fund amounting to £331,907, being the balance remaining after debt redemption.

In addition to the public issues referred to above, the Government have received loans of £2,700,000 from the Cocoa Marketing Board at 2½ per cent (repayable by half-yearly equated instalments) and of £450,000 from University College, Ibadan, at 3 per cent, subject to variation in the event of changes in the ruling rate for trustee securities. Both loans are repayable over a maximum period of 40 years.

#### ASSETS AND LIABILITIES

The balance sheet at 31st March, 1950, showed an excess of assets over liabilities of £11,325,511 compared with £9,016,907 at 31st March, 1949. Surplus funds invested totalled a little under £2½ million, while cash, including short call deposits with the Crown Agents in London and balances held in banks and treasuries locally, amounted to nearly £9½ million. Reserve funds comprise the Revenue Equalisation Fund of some £4 million (to which a further £2 million was added in 1950-51), the Supplementary Sinking Fund of £332,000 and Renewals Funds amounting to over £2½ million.

#### DIRECT TAXATION

Two forms of direct taxation are in force : income tax and general tax.

##### *Income Tax*

The Income Tax Ordinance provides for payment of a graduated income tax by non-Africans throughout Nigeria, and Africans in the Township of Lagos ; and a flat rate (9s. in the £) by all companies. The rates in force during 1949-50 were the same as for 1948-49, viz. :

<i>Chargeable Income</i>	<i>Rate of Tax</i>	<i>s.</i>	<i>d.</i>
For every pound of the first £200	.	.	4½
" " " next £200	.	.	9
" " " " £200	.	.	1 1½
" " " " £200	.	.	1 6
" " " " £400	.	.	3 0
" " " " £800	.	.	4 6
" " " " £1,000	.	.	6 0
" " " " £1,000	.	.	7 6
" " " " £1,000	.	.	9 0
" " " " £5,000	.	.	11 3
" " exceeding £10,000	.	.	15 0

There are special rates for incomes which do not exceed £50.

In order to avoid double taxation of profits arising from trade effected by United Kingdom firms between Nigeria and the United Kingdom, an agreement has been concluded between the two countries under which the latter levies income tax on profits arising from merchandise exported to Nigeria by United Kingdom firms, leaving the former to tax profits arising from sales of local produce abroad accruing to United Kingdom firms.

The yield from income tax has increased progressively since its introduction in 1940, the apparent decline in 1946-47 being due to large arrears collected in 1945-46. In 1949-50 there was another sharp increase. The figures are as follows :

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*Revenue Derived from Income Tax : Individuals and Companies*

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	£
1939-40 . . . . .	99,141
1944-45 . . . . .	1,370,714
1945-46 . . . . .	2,496,644
1946-47 . . . . .	2,004,721
1947-48 . . . . .	3,292,116
1948-49 . . . . .	3,484,018
1949-50 . . . . .	4,452,438

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### *General Tax*

Africans outside the township of Lagos pay a general tax in accordance with various forms of assessment, ranging from the individual assessment of wealthy traders in large towns to a flat rate in backward areas.

*Northern Provinces.* There are in the Northern Provinces seven main methods of assessing general tax :

- (i) *Locally distributed Income Tax.* This method is applied to perhaps nine-tenths of the population. The unit of assessment is the village. Administrative officers prepare periodical detailed Assessment Reports, based on a close investigation of selected areas, in respect of the average yield per acre cultivated, market price of produce, annual value of livestock and earning capacity of tradesmen and craftsmen. A total income for the unit is computed from these statistics and a certain percentage (not exceeding 10 per cent) is fixed as the total tax payable by a unit. The village head is informed of the total tax assessment of his area and he apportions it, in consultation with his council of elders, according to the ability to pay of individual taxpayers.

- (ii) *Poll Tax.* In some backward areas a flat rate is payable by every taxpayer.
- (iii) *Tax on Ascertainable Incomes.* The employees of Government, the Native Authorities and commercial firms who have definitely ascertainable incomes are assessed at the following rates :

<i>Income</i>	<i>Rate of Tax</i> s. d.	
For every pound from £1 to £72	.	4
" " " £73 to £400	.	6
" " " £401 to £700	.	1 0
" " " £701 to £1,000	.	1 6
" " " £1,001 to £2,000	.	2 0
" " " £2,001 to £3,000	.	3 0
" " " £3,001 to £4,000	.	4 0
Continuing with 1s. increase for each additional £1,000 of income up to a maximum rate of 15s.		

- (iv) *Wealthy Traders' Tax.* In all large towns a number of well known wealthy traders are excluded from the ordinary census made for the purpose of assessing tax by method (i). Examination is made of the wealth of these individuals from year to year and their tax is individually assessed. The income of these traders, who do not keep books of accounts, is not easily ascertainable and it is for this reason that they are not classed for assessment under method (iii).
- (v) *Mines Labour Tax.* In mining areas where there is a large shifting labour force, a tax of 4d. a month is payable by employees on wages of up to 4s. a week ; a tax of 6d. a month is payable by employees on wages over 4s. but not exceeding 7s. a week ; and clerks, artisans and headmen whose wages are more than 7s. a week are assessed under method (iii).
- (vi) *Strangers' Tax.* In areas where community assessments are made by method (i), strangers or immigrants are assessed by the district or village head on their apparent wealth, the tax payable by them being additional to the amount of the original community assessment. In the areas in which (ii) is employed, they pay the poll tax.
- (vii) *Land Revenue Tax.* This is based on a detailed assessment of the average productivity per acre in each revenue survey

district. It has been applied only to five densely populated districts in the neighbourhood of Kano City.

*Western Provinces.* In the Western Provinces there are no community assessments, and broadly the system is one combining a flat rate with an income tax. The following types of tax are at present levied :

- (a) Flat rate.
- (b) Income Tax.
- (c) Trade taxes (levied in the Oyo and Ijebu Provinces only.
- (d) Tax on unearned incomes (levied on the Oyo and Ijebu Provinces and in part of Abeokuta Province).

The flat rate varies from 9s. (certain areas of Warri Province) to 15s. (Ijebu Province and certain areas of the Abeokuta and Oyo Provinces). This is chargeable on annual incomes below a certain maximum (£24 to £40) and is payable by all adult males. Income tax is payable on income exceeding the maximum at which flat rate ceases to be payable by all adult persons, except in the Benin and Warri Provinces where females are exempted.

The trade taxes still in force in the Oyo and Ijebu Provinces are payable, in addition to the flat rate, by persons engaged in certain trades, e.g., blacksmiths, goldsmiths, cattle dealers. In some parts of the Western Provinces a tax is also levied on unearned income. The rate varies from 2½ to 4 per cent in Ijebu Province, to 5 per cent in the Oyo Province and to 10 per cent in the Egba Division of Abeokuta Province.

Rates of income tax are not uniform throughout the Western Provinces. Native Authorities, in order to raise more revenue and to provide additional amenities have obtained approval for surcharges, varying from 12½ per cent to 37½ per cent in excess of standard rates ; the latter vary from between 4d. to 6d. in the pound on income up to £48 per annum and 8d. to 1s. in the pound on income in excess of £300 per annum. In Abeokuta Province the Native Authorities have adopted rates which increase on a sliding scale up to 5s. in the pound on income in excess of £2,000 per annum. The methods of assessment may be briefly described as follows :

- (i) Nominal rolls of all taxpayers are prepared and retained in the Native Administration tax office. These are revised annually and it is the duty of village and quarter heads to ensure that all the amendments are notified. The nominal rolls form the basis for computing the amount of flat rate of tax payable by each quarter or village.
- (ii) Assessment committees are appointed for each town or village group and are responsible for assessing individuals liable to pay income tax. A return of income is demanded from each individual and forms the basis for assessment. Assessment committees also make such inquiries as they think fit regarding the traders, contractors and others not directly employed who carry on independent businesses.

*Eastern Provinces.* In the Eastern Provinces, the system of assessment is similar to that in the Western Provinces to the extent that there are no community assessments; the flat rate and income tax are the two methods by which the Direct Taxation Ordinance is applied.

The majority of taxpayers pay a flat rate which varies from 4s. in certain areas of the Cameroons Province to 12s. in Onitsha Division of the Onitsha Province. In recent years, however, increasing emphasis has been laid on the need for progressive improvement in the number and accuracy of assessments on ascertained annual incomes. In making these individual assessments, the general practice is for assessment committees of the Native Authorities to furnish to the District Officer a list of persons whom they consider to be in receipt of ascertainable incomes which justify a rate greater than the flat rate. Only in rare cases is it the practice to call for written returns of income, and ascertainment of income and assessment proceed in accordance with such methods as commend themselves to the tax collection authorities or their assessment committees. The rates in force in the Eastern Provinces were :

<i>Income</i>				<i>Rate of Tax</i>	
				<i>s.</i>	<i>d.</i>
For every pound of the first	£700	.	.	4	$\frac{1}{2}$
"	"	"	next £100	1	0
"	"	"	" £100	1	3
"	"	"	" £100	1	6
"	"	"	" £100	1	9
"	"	"	" £100	2	6
"	"	"	" £100	3	0
"	"	"	" £200	3	6
"	"	"	" £100	4	0
"	"	"	" £100	4	6
"	"	"	" £300	4	9

Payment of tax on ascertainable incomes begins at a figure of income at which  $4\frac{1}{2}d.$  in the pound exceeds the flat rate.

#### *Collection of Direct Tax.*

The Native Authorities of Nigeria arrange for the collection of direct tax. The chain of authority, characteristic of the northern system of native administration, and the fact that the most usual procedure is that of community assessment, makes the collection of tax in the north a relatively simple and straightforward process. In the Eastern

Provinces, the normal method of ensuring that each taxable male pays his tax is for the Native Authority to require the tax collectors, who are usually the persons whom each family puts forward as its representative for this purpose, to furnish a nominal roll of all taxable males in the family or other unit. These nominal rolls are checked by the Native Administration Staff and submitted for the District Officer's approval. When the rate is settled, the tax collector receives a demand note signed by the District Officer, requiring him to collect from a specified number of persons the tax at the basic rate. The collector then collects from each man in his roll and gives him a numbered receipt. The arrangements in the Western Provinces for the collection of the flat rate tax are similar.

The tax is shared between the Government and the Native Administrations, the amounts accruing to Government during 1949-50 being £323,328 compared with £292,825 in 1948-49. This sum is reallocated to Regional revenues.

*Jangali.* Besides the forms of direct taxation mentioned above there is also a capitation tax on the cattle of nomad herdsmen, known as jangali. It is levied almost entirely in the Northern Provinces.

#### CUSTOMS TARIFF (SUMMARISED)

Import and export duties provide over 50 per cent of the Nigerian revenue. The rates are enumerated in the First Schedule to the Customs Ordinance (Nigeria Laws, cap. 48).

Examples of rates in force on 31st December, 1950\*, are as follows :

##### *Import Duties*

Wearing apparel (shirts, sing-lets, boots, shoes and socks)	16½ per cent <i>ad valorem</i> or specific rates.
Bicycles . . . . .	15s. each.
Clocks and watches . . . .	1s. 3d. each or 20 per cent <i>ad valorem</i> .
Motor cars . . . . .	10s. per 28 lb. net weight.
Motor lorries „ „ „	£6 5s. 0d. each.
Motor spirit . . . . .	10d. per gallon.
Toilet preparations . . . .	66½ per cent <i>ad valorem</i> .
Brandy, gin, rum and whiskey	£3 18s. 0d. per gallon.
Other spirits . . . . .	£3 18s. 0d. per gallon or 66½ per cent <i>ad valorem</i> .
Tobacco—unmanufactured .	5s. 6d. per pound.
Cigars . . . . .	£1 per hundred.
Cigarettes . . . . .	(i) not exceeding three pounds weight the thousand : £3 10s. 0d. the thousand. (ii) exceeding three pounds weight the thousand : £1 10s. 0d. the pound.

\* There have been important changes in 1951.

Exemptions from import duties include advertising matter, aircraft, goods imported by public hospitals and certain planning authorities, articles imported for the service of Government departments and Native Administrations, mosquito nets and agricultural, mining, water-boring and industrial development machinery.

### *Export Duties*

On 31st December, 1950\*, the export duties in force were :

Cocoa	.	.	.	.	.	
Palm kernel oil	.	.	.	.	.	
Palm kernels	.	.	.	.	.	6 per cent <i>ad valorem</i> .
Palm oil	.	.	.	.	.	
Groundnuts	.	.	.	.	.	
Tin	.	.	.	.	.	7s. 8d. per ton.
Fresh bananas	.	.	.	.	.	3d. per count bunch.
Dry bananas	.	.	.	.	.	2d. per 10 lb.
Cattle hides	.	.	.	.	.	£18 per ton.
Sheep skins	.	.	.	.	.	£30 per ton.

### EXCISE DUTIES

These are levied on locally manufactured cigarettes and beer.

## Chapter 4: Currency and Banking

THE currency in circulation is a West African currency issued by the West African Currency Board in London on behalf of Nigeria, the Gold Coast, Sierra Leone and the Gambia. It consists of notes of 20-shilling and 10-shilling denominations, copper alloy coins of florin, shilling and sixpenny denominations, and nickel-bronze coins of threepenny, penny and half-penny and tenth-penny denominations. Notes, alloy coins and threepenny pieces are legal tender up to any amount: pence, halfpence and tenth-pence are legal tender up to one shilling. The currency is interchangeable with sterling at par, subject to remittance charges. Currency is issued to the Bank of British West Africa Limited or Barclays Bank (Dominion, Colonial and Overseas) as required, against payment to the West African Currency Board in London or against deposit of currency of equivalent value with the agents of the West African Currency Board in one of the West African Colonies. In Nigeria the main Currency Board Centre is in Lagos and there are subsidiary Currency Board Centres at Kano, Port Harcourt, Ibadan and Victoria.

The following statement shows the currency in circulation in Nigeria during the ten years ended 31st March, 1950.

\* There have been important changes in 1951.

<i>Date</i>	<i>Notes</i>	<i>Alloy coin</i>	<i>Nickel-bronze coin</i>	<i>Total</i>
	£	£	£	£
31st March, 1941	287,558	4,588,590	1,183,557	6,059,705
" 1942	529,773	5,483,195	1,439,873	7,452,481
" 1943	1,440,851	8,377,909	1,590,333	11,409,093
" 1944	1,606,364	10,151,844	1,755,764	13,513,972
" 1945	2,276,198	11,207,947	1,901,964	15,386,109
" 1946	3,213,927	12,863,442	2,062,416	18,139,785
" 1947	4,696,430	16,512,093	2,220,490	23,429,013
" 1948	5,336,441	16,912,469	2,352,799	24,601,709
" 1949	8,241,070	21,016,731	2,514,640	31,772,441
" 1950	8,935,237	20,109,098	2,533,559	31,576,894

The development of the country, higher wage levels and costs, together with higher prices for primary products have all led to a continuous and marked expansion in the circulation. This now shows signs of having reached a peak, temporarily at least.

At 31st March, 1950, notes accounted for 28.3 per cent of the total currency in circulation compared with 26.2 per cent the year before and 4.7 per cent at 31st March, 1941. The notes are used mainly in the Lagos area and in the Western Region, but there has also been a substantial increase in the number in circulation in the Eastern Region and the tendency is towards a still greater use of notes throughout the country.

The principal demand is for the Shs.20 note and the one shilling coin, together with the nickel penny in the north and east. It was anticipated that with the withdrawal of the manilla in the Eastern Provinces, an operation completed in 1949, the nickel threepenny piece would come into favour there as this coin was nearest to the manilla's value, but there has been little demand for it. The north is the only Region in which the tenth of a penny coin circulates to any appreciable extent.

The Accountant General, as Currency Officer, is the local representative of the West African Currency Board, and the Bank of British West Africa Limited are the local agents.

The main banks operating in Nigeria are :

Bank of British West Africa Limited, with branches at Lagos (2), Abeokuta, Calabar, Enugu, Ibadan, Jos, Kaduna, Kano, Maiduguri, Onitsha, Oshogbo, Port Harcourt, Sapele and Zaria.

Barclays Bank (Dominion, Colonial and Overseas) with branches at Lagos, Ibadan, Ijebu-Ode, Jos, Kano, Port Harcourt, Victoria, Zaria and Gusau.

National Bank of Nigeria Limited, with branches at Lagos, Agege, Abeokuta, Ibadan, Kano, Ife, Ilesha, Ondo and Aba.



Nigerian Farmers and Commercial Bank Limited, with branches at Lagos (2), Ebute Metta, Agege, Ogga, Ilaro, Abeokuta, Epe, Uyo, Ilesha (2), Odo-Ekiti, Benin City, Sapele, Warri, Ilorin, Jos, Kano, Nguru, and Gusau.

The two first-named banks are incorporated in the United Kingdom, the other two being incorporated in Nigeria.

There is a Post Office Savings Bank organised on lines similar to those of the corresponding institution in the United Kingdom. It operates throughout the country and its business is conducted at 134 post offices. On 31st March, 1950, there were 178,742 depositors whose accounts totalled £2,687,929.

## Chapter 5: Commerce

THE value of visible external trade increased during 1950 to £147·7 million, the highest in the history of the country. During the year a revaluation of centrally-marketed exports, on the basis of f.o.b. values, was carried out, as these exports had been under-valued at various times since the war. Imports of currency were also revalued on the basis of their intrinsic value, instead of face value. The value of total visible external trade, so revised, was £137·8 million in 1949 and £103·5 million in 1948 (compared with the figures of nearly £118 million and £78·4 million given for those years on page 38 of the 1949 Report).

### IMPORTS

Imports in 1950 amounted to £60·5 million, compared with £57·5 million in 1949 and £41·2 million in 1948. The United Kingdom's share of imports in 1950 was 61·2 per cent. Care should be exercised in making any comparison with the 1949 proportion (51 per cent), as considerable quantities of imported cotton piece goods, woven in foreign countries but finished in the United Kingdom, were erroneously declared as being of foreign origin in 1949, but correctly declared as of United Kingdom origin in 1950. This factor makes difficult any comparison between 1950 and 1949, so far as distribution of the import trade among the principal countries of origin is concerned. The principal suppliers in 1950 were :

United Kingdom . . . . .	£37·0 million
Japan . . . . .	£5·8 "
India and Pakistan . . . . .	£3·8 "
Netherlands and Netherlands Possessions . . . . .	£3·4 "
U.S.A. . . . .	£2·5 "
Germany . . . . .	£1·4 "
Italy . . . . .	£1·2 "

Cotton piece-goods remained the principal item at £14·5 million, compared with £17·9 million in 1949, when the yardage imported was considerably in excess of requirements.

The values of the major classes of imports are given in the following table for the three years 1948, 1949 and 1950.

<i>Commodities</i>	1948	1949	1950
	£	£	£
Cotton piece-goods . . .	12,368,240	17,889,861	14,449,711
Jute Manufactures . . .	1,004,890	1,605,436	1,034,205
Locomotives and parts . . .	659,854	1,342,510	753,108
Bicycles . . . . .	859,440	1,060,600	1,314,205
Motor chassis . . . . .	753,322	996,137	965,241
Cars, inc. cabs . . . . .	657,056	857,304	939,977
Tobacco and Cigarettes . . .	1,270,279	1,536,010	1,890,459
Rayon products . . . . .	1,202,487	2,384,852	3,786,411
Corrugated iron sheets . . .	254,012	1,331,513	1,314,509
Cement . . . . .	834,690	1,019,968	1,102,916
Motor spirit . . . . .	1,024,137	609,808	1,000,359
Iron and Steel manufactures . .	2,589,284	4,672,115	5,256,794
Electrical apparatus . . . . .	704,629	762,394	841,566
Hollow-ware (other than buckets, etc.) . . . . .	329,526	623,157	644,902
Industrial machinery . . . . .	550,327	607,784	803,507
Footwear . . . . .	416,588	560,214	523,703

### *Supplies*

Supplies were somewhat easier during 1950 and the quantity as well as the value of imports was higher than in 1949. General rearmament and the Korean war were making the procurement of some commodities difficult early in 1951, but the international situation had not begun to affect imports seriously in 1950.

### *Controls*

The provisions of the U.K. Supplies and Services (Transitional Powers) Act had been extended to Nigeria by Order in Council. This Order in Council was allowed to lapse and the Act therefore ceased to have effect in Nigeria from 10th December, 1950. Provision for the continued control of imports and exports was made by the Customs Amendment Ordinance (No. 26 of 1950) which came into effect on the same date. The Director of Commerce and Industries is responsible for exercising this control.

During the year the few food and price controls still in force were abolished.

### EXPORTS

Domestic exports were valued at £85.5 million in 1950 and re-exports at £1.7 million. For 1949 the revised figures\* of domestic exports

\* Revised on the basis referred to in the first paragraph of this chapter, viz. f.o.b. values.

and re-exports were £78.4 million and £1.8 million respectively, for 1948 £61.0 million and £1.3 million.

The main exports in order of value were\* :

		£
Cocoa	99,947 tons . . . . .	18,984,000
Palm Kernels	415,906 " . . . . .	16,940,000
Groundnuts	311,221 " . . . . .	14,990,000
Palm oil	173,010 " " . . . . .	11,291,000
Hides and skins	13,728 " . . . . .	6,360,000
Tin ore	11,417 " . . . . .	4,138,000
Cotton	12,623 " . . . . .	2,975,000
Rubber	29,357,000 lb. . . . .	2,488,000
Timber (logs)	9,217,000 cu. ft. . . . .	2,226,000
Bananas	3,008,175 bunches (127,737,000 lb.) . . . . .	1,746,000
Benniseed	14,372 tons . . . . .	704,000

The prices of all Nigeria's main exports were again high ; the prices of tin and rubber in particular soared during the year through the keen demand caused by the worsening of the international situation.

#### THE MARKETING BOARDS

Five of the ten main exports listed above—cocoa, palm kernels and palm oil, groundnuts and cotton—are handled by the Nigerian Marketing Boards established since the war. These Boards, which are so important to the economic life of Nigeria, are the Nigeria Cocoa Marketing Board (established in 1947), the Nigeria Oil Palm Produce Marketing Board, the Nigeria Groundnut Marketing Board, and the Nigeria Cotton Marketing Board (all established in 1949).

All the Boards were established by local ordinance as independent bodies and have the same fundamental aims. These are to ensure orderly marketing, improvements in quality and stable prices for producers, to provide funds for research in the producing industry and to finance schemes for the economic benefit of the people in the areas of production.

Since they share these aims, their organisation is closely interconnected. They are each composed of six members (three officials and three Nigerian non-officials). They all have the same chairman (Sir Sydney Phillipson, C.M.G., Commissioner on Special Duties). They all use the Department of Marketing and Exports as their executive for marketing in Nigeria and the Nigerian Produce Marketing Co. Ltd. in London for selling overseas produce exported by the Boards to the Company.

#### \* REVISED VALUATIONS OF MAIN EXPORTS 1947—1949

Commodity	1947 £	1948 £	1949 £
Cocoa . . . . .	17,150,131	17,878,736	14,697,228
Cotton . . . . .	519,552	475,785	1,447,680
Bananas . . . . .	636,249	1,346,460	1,935,044
Benniseed . . . . .	142,450	301,680	969,250
Palm Kernels . . . . .	9,491,281	11,451,097	16,912,575
Palm Oil . . . . .	5,038,160	9,048,260	11,910,091
Groundnuts . . . . .	6,396,650	9,806,200	18,916,050

The Company is owned entirely by the Boards and in all major matters of policy acts under their general direction. The chairman of the Company, as of the Boards, is Sir Sydney Phillipson, C.M.G.; the managing director is Mr. E. C. Tansley, C.M.G., who took a leading part in operating the West African Produce Control Board during the war. The Board of Directors includes seven Nigerians.

The following paragraphs give some illustrations of the way in which the Boards carry out the aims summarised above.

#### *Orderly Marketing*

Merchants and traders, who formerly bought produce on their own or their principals' behalf, are now in general buying agents licensed by the Boards to buy on their behalf. For their services and risks they of course receive remuneration, this remuneration forming part of the "buying allowance" which also covers their expenses. These licensed buyers share in the security and stability promoted by the whole system. The Boards issue licences to new applicants who meet certain minimum requirements.

Assured prices are announced in advance of marketing, and so strong economic motives which formerly induced the farmer to pledge his crops in advance to moneylending middlemen no longer operate.

#### *Improvement of quality*

It is essential to improve the quality of Nigerian export produce so that when the present sellers' boom ends Nigerian products will be able to compete successfully in world markets. One of the measures taken by the Boards to further this is to pay attractive prices for higher grades of produce. This policy has had some very encouraging results with cocoa and oil palm produce. Before the Cocoa Marketing Board was established the proportion of Grade I and Grade II cocoa to the whole crop was 25 per cent. In the 1949-50 season nearly 90 per cent of the cocoa bought by the Board was Grade I: Grades III and IV are no longer purchased.

#### *Stable Prices*

Before each season the Boards announce minimum prices, whereas before the producer did not know from day to day what price he would receive.

The Boards also aim at maintaining reasonable prices for the producer in spite of adverse marketing conditions and so softening the impact on him of falling world prices. Anyone who remembers the plight of primary producers in the nineteen-thirties will appreciate how great a service to Nigerian producers this can be. It cannot be performed unless the Boards build up sufficient financial strength in favourable years, and the Boards bear this point in mind with others when fixing producer prices. With the continuing sellers' market and rise in world prices there has naturally been some criticism that the safety margin between producers' and world prices has been too large, but the essential soundness of the Boards' policy was proved in early 1949 when, although the world price of cocoa dropped very sharply, the Cocoa Marketing Board maintained producers' prices at a cost to itself of £1,600,000.

*Research.*

*Cocoa.* The Cocoa Marketing Board in 1950 agreed to finance at a cost of over £500,000 a five-year plan put forward by the Department of Agriculture to combat swollen shoot disease. The main measures which will be taken are :

- (a) Infected areas will be sealed off instead of affected trees being cut out.
- (b) In endemic swollen shoot areas alternative crops such as oil palms and citrus will be planted on marginal cocoa lands and improved strains of cocoa on cocoa soils cleared of all cocoa trees.
- (c) In other places new areas will be planted with cocoa and old trees replaced so as to offset losses from swollen shoot and dying trees.
- (d) A permanent cocoa service will be established within the Department of Agriculture.

The Board also financed other important research projects in 1950, including a survey of cocoa soils. The Board has contributed much of the endowment of the West African Cocoa Research Institute, established at Tafo in the Gold Coast in 1944.

*Oil Palm.* The Oil Palm Produce Marketing Board is paying for the whole cost of a three-year programme of research for the period 1949-52 being undertaken by the Oil Palm Research Station at Benin. This station was established in 1939 ; it was financed wholly by the Nigerian Government until 1946 ; from 1946-49 it was paid for partly by the Nigerian Government and partly by the United Kingdom Government from a Colonial Development and Welfare Act grant. The 1949-52 programme will cost over £500,000. Work during 1950 including the planting of a 100 acre "unit plantation" from which it is hoped to provide valuable information for the Regional Production Development Boards which are contemplating large-scale planting schemes. The pathological section continued a general survey of oil palm diseases, paying special attention to a disease causing a serious loss of seedlings in the nursery.

*Schemes for economic benefit of production areas.*

All the Boards spend large sums on development schemes for the benefit of the areas in which the crops with which they are concerned are produced. The responsibility for carrying out such schemes in connection with groundnuts and oil palm produce is vested in Regional Production Development Boards. These Boards, which are distinct from the Marketing Boards, were formed in 1949. The Production Development Boards, which have strong Nigerian representation, have wide powers ; they draw up schemes for the expenditure of grants made them by the Marketing Boards and put them into operation. The schemes are subject to the approval of the Governor, but that approval cannot be withheld if the scheme is within the resources of the Production Development Board and within the purposes to which it is empowered to devote its funds—viz., schemes for the development

of the producing industries concerned and for the benefit and prosperity of the producers and the areas of production.

The grants made by the Marketing Boards to these new bodies are large; they enable new important plans of development to be carried out quickly and the new system is already speeding up the tempo of development throughout the country.

A first grant of just over £1,700,000 has been made by the Groundnut Marketing Board to the Northern Regional Production Development Board. The schemes on which this money is being expended include a campaign to increase the use of artificial fertilisers (described in Chapter 6, pages 40-1); mechanical cultivation of rice in Sokoto; purchases of heavy mechanical and agricultural equipment to form a pool for carrying out schemes or for hire to Native Administrations; grants to land settlement schemes; improvements to roads needed for the export of groundnuts and benniseed (which is also handled by the Groundnut Marketing Board); and purchases of windmill pumps and irrigation machinery.

The allocations of the Nigerian Oil Palm Produce Marketing Board to the Eastern and (to a lesser extent) to the Western Regional Production Development Boards have been on an equally generous scale. An advance payment of £800,000 was made in 1950 and at the end of the year the Board was considering a scheme under which for the four years after 1951 it will guarantee minimum annual development grants totalling £800,000. The main schemes for which the Eastern Board allocated funds during 1950 were £400,000 for the erection of additional Pioneer Oil Mills (these plants first produced by the United Africa Company in the nineteen-thirties enable 85 per cent of the oil content of the fruit to be obtained compared with 65 per cent by hand presses or about 50 per cent without mechanical aids); over £400,000 for the establishment of large palm oil estates in Calabar and elsewhere; the use of artificial manures; the improvement of roads important to the palm oil industry; the improvement of the cashew nut industry; and the establishment of a cattle ranch at Obudu near the border of Bamenda Province in the Cameroons, with the building of a road to give access to it from Obanliko to Old Iqvette.

The Western Regional Production Development Board's schemes include the expenditure of over £300,000 on palm oil mills and an ambitious project for development on the Upper Ogun River. It is proposed to dam the river at the Amaka Gorge and it is hoped later to supply the country within a 60-mile radius with electric power at cheap rates. At the same time a land usage scheme embodying improved cropping and stock-keeping methods is being put into operation.

The other two Marketing Boards still have a direct responsibility for development schemes, though legislation will be introduced shortly to hand over the Cocoa Board's responsibilities in this respect to a reconstituted Western Regional Production Development Board.

The Cotton Marketing Board set aside in 1950 over £150,000 for development projects, including the distribution of a higher yielding strain of cotton seed, the use of fertilisers, improvements to roads in

the main cotton-growing areas, and the establishment of the cotton-spinning plant referred to in the next paragraph.

The Cocoa Board in 1950 provided £1,000,000 for the endowment of the Faculty of Agriculture at Ibadan University College, and contributed £500,000 to the improvement and maintenance of roads in the cocoa-growing areas of the Western Region. It is financing a survey of the economy of the cocoa-producing areas in Nigeria and work on this started during the year. In conjunction with the Colonial Development Corporation and the Nigeria Cotton Marketing Board, the Board is establishing a combined sack factory and cotton-spinning plant at Onitsha.

This summary of the activities of the Marketing Boards and the Regional Production Development Boards by no means covers all their work, but it should give some idea of the vital importance of these new organisations to the prosperity and development of Nigeria.

#### TRADE COMMISSIONER IN LONDON

Mr. E. K. Featherstone, C.M.G., has been appointed Commissioner for Nigeria in the United Kingdom and opened his office in 1950 at 5, Buckingham Gate, London, S.W.1. Mr. D. H. Rosser has been appointed Trade Commissioner for Nigeria and works in the same office, though his activities are not restricted to the United Kingdom. Through the Trade Commissioner, the Department of Commerce and Industries has been enabled to keep in close touch with manufacturers and suppliers in the United Kingdom and on the Continent, and Nigerian merchants have been helped to increase their connections overseas.

#### LAGOS TRADE AND INDUSTRIAL ADVISORY COMMITTEE

A Lagos Trade and Industrial Advisory Committee has been established and held its first meeting in August. The members are representatives from the Lagos Chamber of Commerce and other Nigerian trade associations and prominent Nigerian business men. The Director of Commerce and Industries is Chairman, and the meetings give an opportunity to Nigerian industrialists and business men to put their views to him.

## Chapter 6: Production

### AGRICULTURE

NIGERIA always has been and still is able to feed herself. However, with the rising population, the larger towns and the high prices of export crops which divert labour from food farming, there is an urgent need to increase food production all over the country. All Nigeria's main export crops for 1950 were sold once again without difficulty at

good prices. Most of them are marketed through the Marketing Boards described in the previous chapter.

*Food Crops*

The most important food crops are guinea corn and millet in the north, yams in the south, and rice, maize and cassava in many parts of the country. In the north there was an extraordinary drought till the end of June, but crops were saved by heavy well-distributed rains in July. Millet yields were a little below average, but the yield of guinea corn was satisfactory except in parts of Zaria Province. Rice production was below average owing to excessive floods in Sokoto and lack of rain in Niger Province.

In the south yam yields were most satisfactory and other crops good on the whole; low rainfall adversely affected the early maize crop in the west and rice in the east.

*Export Crops*

The main agricultural export crops are cocoa, palm kernels, groundnuts, palm oil, cotton, rubber, bananas, and benniseed. The quantities and values (f.o.b. selling price) of the exports of these commodities in 1950 are given on page 32.

There were large increases in the value of cocoa over 1949, and in both the quantity and value of rubber and cotton. The exports of groundnuts fell by 67,000 tons. The crop was poor owing to unfavourable weather and the exports were partly made up of groundnuts which it had not been possible to evacuate in former seasons.

*Cocoa.* Production remained at a high level though there was a slight decline from the 1948-49 season. The figures for the last three seasons are:

<i>Season</i>	<i>Purchases for export</i>
1947-48 . . .	75,000 tons.
1948-49 . . .	108,000 tons.
1949-50 . . .	99,000 tons.

The prices paid to producers by the Cocoa Marketing Board for the best grades of cocoa for the 1949-50 season were £100 for Grade I and £95 for Grade II. The prices for the 1950-51 season are £120 per ton for Grade I and £100 for Grade II. The Board has guaranteed that the price for the 1951-52 season will not be less than £100 per ton for Grade I.

The Board has been successful in raising the quality of Nigerian cocoa which now commands a higher price on world markets than that of the Gold Coast. Nearly 90 per cent of the cocoa bought in 1949-50 was Grade I. The Board no longer purchases cocoa of Grade III or Grade IV.

*Groundnuts.* It was a poor season owing to bad weather and there was a heavy fall in purchases for export. The purchase figures for the last three seasons are:

1947-48 . . .	330,000 tons.
1948-49 . . .	328,000 tons.
1949-50 . . .	188,000 tons.



Thanks to the small size of the crop and some improvement in the carrying capacity of the railway the raling of the 1949-50 crop was completed by September, 1950. For the first time for four years there was no carry over of previous season's stocks when the new season began.

The Nigeria Groundnut Marketing Board which buys all groundnuts for export fixed the basic producer price for the Kano area at £21 4s. per ton for the 1949-50 season, an increase of £2 per ton on the price for 1948-49. The prices for the 1950-51 season were increased sharply in April, 1951, to £34 per ton.

Some groundnut crushers have complained of the quality of Nigerian groundnuts. The long period during which nuts have had to be stored in previous seasons before they could be railed has undoubtedly been partly responsible for this. In addition, methods of decortication need to be improved; the Board is accordingly having investigations made into the possible use of mechanical decorticators. Neither *trogoderma* beetle or any other insect pest did serious damage to the 1949-50 crop, but the pest infestation control scheme introduced in 1949 is being continued as a protective measure.

*Palm Kernels.* Production for export was maintained at a high level in 1950. The export figures for the last three years are:

1948	.	.	.	327,000 tons.
1949	.	.	.	376,000 tons.
1950	.	.	.	416,000 tons.

The price at the port of shipment was £26 per ton. The kernels are all sold by the Nigeria Oil Palm Produce Marketing Board to the Ministry of Food. In a three-year agreement with the Ministry recently concluded, the selling price for palm oil and palm kernels in 1951 was substantially increased. The Board has accordingly fixed producer prices for 1951 at over 20 per cent above the 1950 level.

*Palm Oil.* The Oil Palm Produce Marketing Board purchased 163,000 tons of palm oil for export in 1950 compared with 160,000 tons in 1949. The prices paid to producers in 1950 were the same as for 1949, but for the reason given in the section on palm kernels above, the prices for 1951 have been increased by about 28 and 33 per cent for the highest grades. The figures are as follows:

Grade of Palm Oil	Price paid to producers per ton naked ex-scale delivered at Bulk Oil Plant								
	1949			1950			1951		
	£	s.	d.	£	s.	d.	£	s.	d.
Special Grade . . .	—	—	—	53	0	0	71	0	0
Grade I . . .	42	15	0	42	15	0	55	0	0
"  II . . .	37	2	6	37	2	6	43	0	0
"  III . . .	33	0	0	33	0	0	34	0	0
"  VI . . .	29	12	6	29	12	6	30	0	0
"  V . . .	26	5	0	26	5	0	No longer purchased		

The increases for Special Grade (0-4½ per cent free fatty acid content), Grade I and Grade II oil are much greater than for the lower grades so as to encourage the production of higher quality oil in Nigeria. The need for this is obvious; when the supply position eases, Nigerian palm oil will have to compete with high grade oil produced under scientific plantation methods in the Belgian Congo, Malaya and Indonesia.

*Cotton.* In 1950 the Cotton Marketing Board purchased 33,379 tons of seed cotton compared with 27,374 tons in 1948-49. The tonnage of ginned cotton exported in 1950 was 12,623, compared with 9,984 tons in 1949. The acreage of cotton planted is increasing and the distribution of cotton seed to farmers in 1950 was nearly 9,500 tons, an increase of 2,000 tons on the 1949 figure of 7,500 tons, which was itself a record. The prices paid to producers, viz., 4d.-3½d. per lb. of seed cotton varying with quality, were the same in 1949-50 as in 1948-49, and are unchanged for the current 1950-51 season. They have been increased to 6d. for 1951-52.

*Rubber.* There was a sharp rise in world prices for rubber late in 1950 as a result of the Korean war and rearmament, and both the tonnage and value of Nigerian rubber exports increased greatly.

The total Nigerian rubber exports for the calendar year have already been given. For the period April, 1950, to February, 1951, they amounted to 13,860 tons, with an f.o.b. value of £3,148,398. Over the corresponding period for the year 1949-50 the figure was 5,488 tons with an f.o.b. value of £490,080.

The demand has been such that export merchants have been prepared to buy any quality of rubber at prices which were nearly treble those ruling in 1943 for the very best type of plantation rubber. Thus, in October, 1950, approximately 2s. 5d. per lb. was paid for the second highest grade and 2s. 4½d. per lb. for the third highest grade, whilst 2s. 3d. was offered for the two lowest grades. Despite no relaxation of inspection standards, a rapid deterioration in quality with an equally rapid increase in quantity has resulted and is well illustrated in the following figures of Grade BII sheet cuttings, the lowest permitted exportable grade of sheet rubber:

Period	Total Tonnage of all Grades	Percentage of BII
July/September, 1949 .	479	28·6%
July/September, 1950 .	1,426	88·2%

Estate produced rubber has, however, continued to maintain satisfactory standards.

*Bananas.* The country's banana exports all come from the plantations of the Cameroons Development Corporation and of Messrs. Elders Fyffes in the Southern Cameroons. Exports have increased from 1,280,000 stems of bananas in 1947 to 4,680,000 in 1950. Exports in 1950 would probably have exceeded 6,000,000 stems but for

tornadoes early in the year which caused widespread damage to the plantations. It is expected that total exports from the Cameroons in 1951 will approach 7,000,000 stems.

All the Cameroons bananas exported are marketed by Elders and Fyffes, by agreement with the Cameroons Development Corporation. Elders and Fyffes act as sales agents and pass the bananas over to the U.K. Ministry of Food. The price paid by the Ministry in 1950 was £32 per ton compared with £30 in 1949 and £27 in 1948.

*Benniseed.* This crop is produced in the Benue area. The acreage under benniseed was smaller in 1950 than in 1949, and yields were below average owing to late planting and unfavourable weather. Purchases for export in 1949-50 were slightly over 14,000 tons compared with over 15,000 in 1948-49.

*Other Agricultural Export Crops.* Other export crops of some importance include chillies, ginger and soya beans.

*Tobacco.* Tobacco is not an export crop, but increasing quantities are being grown and bought for manufacture in the country by the Nigerian Tobacco Company, which has acquired the local business of the British American Tobacco Company. The Nigerian Tobacco Company has a cigarette factory at Ibadan; it is one of the largest and most modern factories in Nigeria and its cigarettes are sold all over the country. Prices paid to the producers increased again (the 1950 price of northern air-cured Grade I tobacco, for instance, was 1s. 3d. per lb. compared with 1s. in 1949) and purchases of locally grown tobacco by the Nigerian Tobacco Company reached a new high level. The purchase figures for the last three years are as follows:

1948	.	.	534,938 lb. (actual figure)
1949	.	.	846,541 lb. (actual figure)
1950	.	.	1,290,000 lb. (partly estimated)

#### IMPROVEMENT OF PRODUCTION METHODS

The need for higher productivity in Nigeria is obvious. The last Chapter described how the various Marketing Boards try to improve the quality of Nigerian produce and how they and the new Production Development Boards are carrying out important schemes for increasing productivity. Much of the work of the Agricultural Department and of other Government departments is devoted to the same aim, and the following paragraphs describe some of the measures taken in 1950 to attain it.

##### *Use of fertilisers.*

In 1949 the Northern Regional Production Development Board decided to start a campaign to increase the use of superphosphate fertiliser throughout the north. The Board is financing at a cost of £250,000 the free distribution of 1,000 tons of fertiliser annually for five years. Ten teams under a Senior Administrative Officer supervise the distribution and application of the fertiliser. It is hoped that farmers, once they are convinced of the spectacular increases in yields

obtained from the use of artificial fertilisers, will buy them themselves. The results of the campaign in 1950, its first full year of working, were encouraging. Nine hundred and thirty tons of superphosphate were distributed by the fertiliser teams in nine of the Northern Provinces and there were excellent results with all crops in many areas, particularly in Bornu, Zaria and Sokoto. Orders have been placed for over 3,000 tons of superphosphate for sale in 1951 to farmers in the areas where distribution was free in 1950 and for free issue in new areas.

Nothing so ambitious has been attempted so far in the other Regions, but the Eastern Regional Development Board has allocated £200,000 for the use of artificial manures in that Region. There are nearly 1,000 fertiliser demonstration plots in the Region; results on them have been satisfactory and some farmers have agreed to purchase small quantities of fertiliser.

#### *Land Settlement Schemes.*

As was mentioned in the last Chapter the Regional Production Development Boards are contributing to land settlement schemes; these schemes by which farmers will move to more suitable land and use improved methods and equipment should help to increase productivity. A description of one of these schemes at Kantagora in the Niger Province is given in Appendix D. At another, in the Shendam Division of Plateau Province, it is hoped to settle 124 families in uninhabited country which is suitable for farming but had been left long uncultivated in earlier days owing to fear of attack by neighbouring tribes and, lately, to lack of mechanised equipment for finding water.

A more ambitious pilot scheme is being carried out by Niger Agricultural Project Ltd., financed partly by the Colonial Development Corporation and partly by the Nigerian Government, in an area of about 65,000 acres near Mokwa in the Niger Province. The pilot scheme will establish an administrative headquarters, a central demonstration farm of 1,000 acres and 10 self-supporting settlements, each containing 80 holdings of 48 acres each. The crops in each settlement will be cultivated with the assistance of tractor-drawn machinery.

In the original plan each settler was allotted 36 acres, of which 24 acres were under crop each year. In the light of experience, however, each settler now has a holding of 48 acres, of which 24 acres will be cropped in any one year as previously planned. The cropping programme provides a modified four course rotation which permits of four consecutive years of grass ley.

If at the end of the development period, when the 10 settlements have been established and the scheme has been found to be a commercial success, it can be further developed to form 16 complete units of 10 villages, each with a training and demonstration farm, to cultivate an available area of 1,600 square miles in the Kontagora and Bida Emirates.

By the end of 1950, 5,000 acres of bush land had been cleared and

over 2,000 were under experimental crops from which valuable lessons had been learnt. A trial plot of 234 acres of *Hibiscus cannabinus* was planted, at the request of the Colonial Office, for experiments by the Mechanised Jute Production Mission. The houses for the first settlement village are being built, and the Survey Department is making the boundaries of the farm areas.

### *Irrigation.*

Progress with irrigation projects, the most important of which are in the north, has been slow owing to the shortage of trained junior staff. Work was started in 1950 on an irrigation scheme to bund and drain 2,200 acres of swamp land at Edozhigi in Bida Emirate, Niger Province. At Badeggi in the same emirate a survey is being made with a view to opening up some 20,000 acres of land for rice cultivation by irrigation.

### *Mechanisation*

The Nigerian farmer obviously needs more mechanical aids to increase production. But mechanisation is not a simple matter in this country : experience has shown that few implements designed for European or American conditions are suitable locally without some modification. Special attention therefore has been given by the Agricultural Department to the design of suitable implements. The costs of mechanisation have also to be worked out and records are kept for this purpose of the costs of eight Agricultural Department tractor unit farms in the north, which have been so sited as to cover the different agricultural conditions of the Region.

The best prospects for early large-scale mechanisation lie in the exploitation of the *fadama* lands of the north (i.e., lands inundated in the wet season). During 1950 a scheme of mechanised cultivation on such lands was started in the Sokoto and Rimi Valleys. The Northern Regional Production Development Board provided the capital and the three Native Administrations of the neighbourhood operated the project. Two thousand two hundred acres were ploughed for which cultivators were charged 35s. an acre. This is well below the cost of hiring labour for the initial cultivation of *fadama* land. The people were enthusiastic, more equipment has been ordered and arrived, and a target of 25,000 acres has been set for 1950-51. Similar pilot projects have been started near Badeggi in Niger Province, and Shemankar in Plateau Province.

The plans for mechanisation at Mokwa have already been described in the section on land settlement schemes above. Elsewhere a start has been made with mechanised farming at Fashola in Oyo Province, where 600 acres have been ploughed and cultivated, and a small experimental group farm with a tractor has been started in the Ikeja Division of the Colony.

### *Soil Conservation*

Investigations are being carried out at all the tractor unit farms mentioned above into the best ways of soil conservation when

mechanised methods of farming are used. Although in the Plateau Province farmers are still suspicious of anti-erosion schemes, the people of the Northern Region, where the problem is much the greatest, are beginning to have a better understanding of the dangers of erosion and soil degradation. Several Native Administrations have made rules for the observance of simple measures to control erosion and, in Kano Province, there was a successful demonstration by the Agricultural Department of the protection of 1,000 acres of grazing lands and its further improvement by rotational cultivation.

## RESEARCH

*Plant Breeding*

The aid given by the Marketing Boards to research and some of the schemes on which their funds are being expended were described in the last Chapter. The paragraphs below give some further details of research and work on plant breeding carried out during 1950.

*Oil Palm.* The Agronomy Division of the Oil Palm Research Station at Benin has laid down two new experiments on plantation technique. Fertilisers and manures were applied in an extensive series of experiments to determine the fundamental nutrient requirements of the oil palm. The Plant Breeding Section has devoted much of its time to the introduction of seed of many species of palms from South and Central America to provide material for interspecific and intergeneric hybridisation. The greatest importance is being attached to a palm known as *Elaeis Melanococca* which, among its characters, has that of dwarfness. It would be of the greatest value if these characteristics could be combined with those of the oil palm by suitable hybridisation.

The totals of hand pollinated and open pollinated seed produced and distributed during the year should provide sufficient material for planting over 5,500 acres of palm plantation in 1952.

*Cocoa.* The propagation of selected types of cocoa obtained from Trinidad and South America has been continued to provide farmers with improved planting material in future. Special attention has been given to establishing new cocoa; it has been found that an application of a mixture of sulphate of ammonia and superphosphate produces early vigorous growth.

*Cotton.* Many new types of cotton have been introduced in collaboration with the Cotton Breeder seconded to the Government by the Empire Cotton Growing Association and, although good progress has been made in the evolution of further improved strains of Allen cotton, no better strain than Samaru 26C is yet available for distribution.

*Plant Diseases and Pests*

*Cocoa.* (i) Swollen Shoot. The new measures financed by the Cocoa Marketing Board, to combat swollen shoot disease of cocoa, have been described in Chapter 5 above.

(ii) Black Pod. The Agricultural Department have continued the study of black pod disease of cocoa and have obtained information on

the natural spread of the disease and the conditions necessary for infection. Experiments have demonstrated that fungicidal sprays can reduce the incidence.

(iii) The Entomological Section of the Agricultural Department has started a survey of the indigenous parasites of the cocoa mealybug as a preliminary to assessing the possibility of successful introduction of foreign parasites. Over 640 parasites have been reared, of nine different genera. Another pest, a small beetle which attacks the stem of young seedlings in the dry season, has been studied and attempts to control it have been made by the use of a standard D.D.T. preparation.

*Locusts.* During a survey in northern Bornu in early 1950 an increase in the number of the migratory locust was observed over a wide area, but there appeared no tendency to swarm formation. Over the past four years there has been a marked decline in the red locust, and there have been no reports that this particular locust was seen during 1950. Disquieting news was received of swarms of the desert locust in the countries bordering Nigerian territory. Precautionary measures were immediately put into operation to combat an invasion.

*Kashin Yawo.* The thorny weed, *Kashin Yawo* (*Acanthospermum Hispidum*), continues to be a serious menace in Kano and other Provinces along the northern border. Large scale mechanical spraying trials using the chemical 2.4D were partially successful in destroying the weed, but the treatment is expensive. Unfortunately, *Kashin Yawo* seed can remain dormant in the soil for a considerable period and it has still to be ascertained how often an affected area requires to be treated in order to secure complete eradication.

#### ANIMAL PRODUCTS

Animal products are of great importance in the Nigerian economy. Most of the cattle and sheep of the country are in the Northern Provinces, where there are over 5,000,000 cattle, but there are some large herds elsewhere—for example, in the Bamenda Province, Southern Cameroons. About one million cattle and six million sheep and goats are slaughtered annually, and there is a large internal trade in meat. A valuable export trade has also been built up in hides and skins, which, with a value of over £6,000,000, were in 1950 Nigeria's fifth largest export. (Red Sokoto goatskins are well known as "morocco leather"; the reason for this trade name is that they used to be exported by camel across the Sahara). In 1948-49 a Livestock Mission visited Nigeria to investigate the Livestock Industry. Their report has recently been published (Colonial No. 266) and their recommendations are under consideration. Some of the steps taken during the year to improve and increase the country's livestock and the hides and skins trade are described below.

##### *Cattle breeding*

The Agricultural Department conduct cattle breeding experiments at various farms in the country, such as those at Shika in Zaria Province,

Fashola in Oyo, and Jakiri in Bamenda. Complete lactation records at Shika have confirmed that the selected strains there, both of White Fulani and Sokoto bulls, are capable of transmitting to their offspring the factors of high milk yield. At Fashola a herd of Ndama cattle has been built and has shown satisfactory resistance to trypanosomiasis. Bulls were distributed during 1950 to local farmers and it is hoped later to distribute cows as well. The Jakiri centre in Bamenda Province is investigating the potentialities of the more productive breeds in the area, including breeds from the French Cameroons. A herd of cattle suitable for mixed farming is being built up at an agricultural farm near the town of Bamenda in the same Province.

### *Mixed Farming*

The encouragement of mixed farming is one of the most important parts of agricultural work in the Northern Region. By September, 1950, there were nearly 7,000 practising mixed farmers in the Region, compared with under 6,000 the year before. Interest is particularly keen in Bauchi Province, which is overtaking Katsina and Kano, the present leading centres of mixed farming. The difficulties of expansion are the supply of suitable cattle and the supervision required for their training. Enough ploughs are now available.

### *Stock Management*

The Veterinary Department give advice and demonstrations to stock-owners on calf management, the culling of unproductive stock and the preservation of fodder; successful measures with the co-operation of stock-owners were taken on the Bauchi, Bamenda and Mambila Plateaux for rotational grazing and stock limitation. Pig production has increased considerably in the Eastern and Western Regions, and there is a steady demand for improved stock from Government herds.

### *Control of Disease*

The production of biological products for disease control has again increased to meet local demand. The Veterinary Department research staff are experimenting on a new rinderpest vaccine and an egg production unit has been established at Vom in connection with the preparation of vaccines against rinderpest and yellow fever. Both the Mambila and Bamenda Plateaux are still free from both rinderpest and bovine pleuro-pneumonia.

### *Hides and Skins*

The 1950 exports were greater in quantity and value than those of 1949. The 1950 output from the north was increased partly through the heavy losses of cattle during the prolonged dry season. Many cattle died of starvation. Hide improvement officers of the Veterinary Department were posted to the Western and Eastern Regions, where the output of hides fit for export has also considerably increased.

## FISHERIES

### *Sea fishing*

Nigerian fishermen, whose only vessels are dug-out canoes, paddled or sailed, have not in the past attempted much fishing in the open sea.



An executive undertaking of the Colonial Development Corporation, called West African Fisheries, has been established, however, to undertake deep-sea trawler fishing off Lagos and Port Harcourt. Fishing operations will be conducted outside the range of local fishermen and the chief markets aimed at are up country. The project will not, therefore, interfere with their livelihood. The aim of the undertaking is to lessen the protein deficiency in Nigerians' diet by increasing the fish supply. The fish will be distributed through cold stores at Lagos and Port Harcourt and sent inland in refrigerated vehicles. The cold store buildings at Port Harcourt were under construction in 1950 and two deep-sea trawlers are to start operations there in the first half of 1951. The Lagos cold store will follow later in 1951.

The Department of Commerce and Industries conducted deep-sea fishing experiments with a 45 foot motor-vessel during the year. There appear to be good prospects, especially during the dry season, for powered fishing vessels, and the department is arranging tests of small fishing boats operating as a team. The department has also introduced an improved type of shark net which is being used with success by fishermen all along the coast.

#### *Inland Fishing*

All inland waters are heavily fished and there have been no effective conservation measures in the past. Efforts are being made to increase the inland fish supply by fish farming. The Department of Commerce and Industries has engaged a fish farmer, several small fish ponds have been built, and a plan for establishing a 500 acre commercial fish farm at Panyam in the Plateau Province is being considered.

#### FORESTS

Nigeria is a country mainly of savannah woodland, not of rich evergreen rain forest. The savannah woodlands apart from narrow belts of forest along their water courses only supply small dimensioned lumber and firewood for local use; the rain forest of the coastal belt alone yields export timber in large quantities. The northern limit of this rain forest runs roughly along a line from Ilaro in the west, through Oyo, Ado-Ekiti, Onitsha, Abakaliki, Ogoja to a little north of Mamfe in the Southern Cameroons in the east. The Northern Region, therefore, falls entirely outside the rain forest belt: it is savannah country and does not export timber. But the savannah woodlands of the north are not only of economic importance for their limited supply of wood; the growth of trees and shrubs in them is the only safeguard for the maintenance of soil fertility available under the primitive system of peasant agriculture which prevails over most parts of the country.

The greater part of the tree growth in Nigeria should, in short, not be classed as forest but as an essential agricultural fallow.

#### *Timber Exports*

The quantity and value of Nigerian timber exports is still increasing.

The amount of timber exported in 1950 was over 9,000,000 cubic feet and the value over £2,000,000. There have been many new entrants to the timber trade who wish to take advantage of the timber boom and a large number of trees standing in farm-lands, which would not otherwise have been exploited, have been cut down for export, especially Obeche (*Triplochiton Scleroxylon*). Timber of this tree, which has a soft white wood, is becoming increasingly popular and in 1950, for the first time, the number of Obeche felled in timber concessions exceeded the number of African mahogany (*Khaya spp.*), hitherto Nigeria's most popular export. The proportions of these trees felled in licensed areas to the total were 25 per cent and 20 per cent respectively.

The new entrants to the trade are mainly "small men" and the major part of the industry is in the hands of a few firms and individuals of long experience. These firms so far have been mainly British, and the Nigerians in the trade have worked chiefly as logging contractors for them. Nigerians, however, are now taking an increasing interest in the management side of the industry.

#### *Western Region*

The most important part of the industry is in the Western Region, where there are rich forests, of which a large proportion have been reserved, and a long forestry tradition which enables the owners to appreciate the value of their woodland and the need for its proper management. At Sapele the sawmill and plywood plant of the United Africa Company are probably the largest and most modern industrial installations in Nigeria. The Forest Department are now putting into operation a plan for the controlled exploitation and regeneration of part of the Benin forests. There were many visitors to the Benin forests during the year to study the methods being worked out and it is hoped to make the forest policy of the whole Western Region an example of tropical forestry at its best.

A great advance was made during the year in the rational working of the Ijebu forests by the formation of a new company, Omo Sawmills Ltd. This company is a subsidiary of the Colonial Development Corporation and is associated with Messrs. A. Norman Rushworth Ltd., a group of African business men headed by Mr. T. A. Odutola, O.B.E., and the British timber importers, Messrs. William Mallinson & Sons. It is a combine of all the parties, African and European, interested in the Ijebu timber concessions. It will operate as a single unit; as separate units the concessionaires could not have made such profitable use of their areas and the Forest Department would have had many difficulties over ensuring regeneration.

#### *Eastern Region*

There is a considerable export of timber from the Region but development is much less than in the west, and will depend on the willingness of experienced timber firms to invest capital in the forests and undertake the extraction of lesser known woods from somewhat difficult

terrain. A drawback is that the eastern forests are not served by a system of rivers and creeks on which logs can be floated to the same extent as in the west. Timber firms have, however, recently been showing interest in the forests of eastern Ogoja Province and of the Southern Cameroons and negotiations are in progress through which it is hoped to bring some of the reserves there under controlled exploitation.

#### MINING

Nigeria's principal mineral products are tin ore (cassiterite) and columbite, both mined in the Plateau Province, and coal, mined at Enugu. All the tin is exported to the United Kingdom, and it represents about one-quarter of the United Kingdom's total supplies. The value of tin ore exported in 1950 was over £4,000,000, making this Nigeria's sixth highest export. The price reached unprecedented heights during the year, the highest being £1,300 per ton of metal in London, on 19th December, 1950.

Nigeria is the world's largest producer of columbite; its export has formerly been almost entirely to the U.S.A., but there is now a keen demand in the United Kingdom and metal dealers are endeavouring to conclude contracts with Nigerian producers. The price advanced steadily during the year.

The production of coal, formerly the responsibility of a Government Department and now handed over to a new Nigerian Coal Corporation, rose by 30,000 tons. Most of the coal is used by the Railway and Marine Departments.

#### *Cassiterite and Columbite*

The production figures for the last three years are :

	1948	1949	1950
	<i>Tons</i>	<i>Tons</i>	<i>Tons</i>
Cassiterite .	12,714	12,175	11,390
Columbite .	1,096	888	864

The causes of the decline in production during 1950 were low rainfall and labour unrest. The lack of rainfall affects production indirectly since electrical power for the larger mining machinery is generated by hydro-electric means. The shortage also affects production directly since all concentration of the mineral and much actual production depend on water.

Companies incorporated in the United Kingdom are responsible for about 75 per cent of the tin and 90 per cent of the columbite production. All tin and columbite is exported in the form of ores.

#### *Coal*

On 31st December, 1950, the Colliery Department and the Enugu Colliery Board ceased to exist and the coal industry came under the Nigerian Coal Corporation which has been established by the Nigerian Coal Corporation Ordinance, No. 29 of 1950. The members of the Corporation are Dr. C. Raeburn, C.B.E. (chairman), the Development Secretary (*ex-officio*); the General Manager of the Nigerian Railway

or his representative (*ex-officio*) ; Mallam Ahmadu, Sardaunan Sokoto ; Mr. L. N. Obioha ; Mr. L. P. Ojukwu ; Mr. Malomo Shrouder ; Mr. I. C. D. Stuart.

The Enugu Colliery output for the calendar year 1950 was 580,857 tons, an increase of 30,344 tons on 1949. The monthly output rose from 40,279 tons in January to 57,501 tons in November, but fell away again in December owing to engineering mishaps in the mines and to shortage of railway wagons. There was a substantial increase in the output per man shift although it is still below the level of past years.

The position with regard to mine rolling stock and other equipment is now satisfactory and a programme of drilling ahead of the workings to ascertain coal reserves has been restarted. Progress and results are encouraging.

Welfare work has been expanded and Joint Consultative Committees, with representatives of men and management, established at the mines did much good work in improving relations.

#### *Lead and Zinc*

Production of lead and zinc ores is still very small and purely a by-product of exploration to prove deposits. The total production of lead in 1950 was 15 tons compared with 36 in 1949. The Amalgamated Tin Mines of Nigeria and the Mines Development Syndicate (West Africa) continued their investigations into the working of the lead-zinc deposits of Ogoja Province.

#### *Gold*

Gold production was 2,543 troy ounces compared with 2,858 ounces in 1949 and 3,294 ounces in 1948. Production, most of which is absorbed internally, has declined since the beginning of the last war ; it is in the hands of small firms or private operators, the largest percentage of both being Nigerian.

#### *Mineral Oil*

The investigations by the Shell D'Arcy Co. into the possibilities of an economic oilfield in the Eastern Provinces continued during 1950.

### GEOLOGICAL SURVEY

Work of great importance to the country's mining industry is carried out by the Geological Survey Department which has its headquarters at Kaduna Junction. There are also branch offices at Jos and Enugu ; the former branch serves the current needs of the tin-mining industry, and the latter is a centre for the exploration of the coal, limestone and lignite resources. During the year the Department carried out investigations in all three Regions and in the Cameroons, where two geologists have been employed during the greater part of the year. The department co-operate closely with the geological staffs of companies engaged in the exploration for and winning of minerals.

*Coal*

Work on the coalfield has extended northwards from the Eastern Provinces to the River Benue, and many new seams of coal have been located. One of these, seven feet thick, occurs at Orukram, in Idoma Division, a few miles within the boundary of the Northern Provinces. Drilling is at present proceeding there in order to estimate the reserves available. Drilling is also being carried on for the colliery at Enugu to prove reserves of coal. A further examination of the lignites around Gombe in Bauchi Province has been made, but the results are not encouraging.

*Lead-zinc, Limestone, Tinfields*

Work has continued on the lead-zinc ores of the Abakaliki region with the collaboration of experienced American geologists secured through E.C.A. Search is being made for limestones suitable for use in cement making, and deposits at Nkalagu, Igumale, Arochuku and Kakum have been investigated in detail. On the Plateau tinfields, work has been mainly devoted to studies of the distribution and occurrence of columbite and radio-active minerals.

*Water Supplies*

The Geological Survey has continued to give great attention to the location of underground water supplied throughout the year and has given advice on the siting of wells and bore-holes. Advice was also given on geological factors in the construction of a large dam at Ilorin. One geologist is now engaged in examining the cores and samples extracted from a deep bore-hole in the Chad Basin at Maiduguri.

## INDUSTRIES

The most important part of Nigeria's production comes from agriculture and mining, and there is unlikely to be any major development in manufacturing industries without the provision of cheap power. There is only one large coal deposit so far worked—at Enugu—and the costs of transporting coal are high. There are ambitious schemes for the development of electric power, but it will take some years before they can be carried out.

Meanwhile, there are already some important manufacturing establishments in the country. The most important of these are the United Africa Company's plywood factory at Sapele, the Nigerian Tobacco Company's cigarette factory at Ibadan, and the brewery of Nigeria Brewery Ltd., at Lagos.

These are enterprises financed by overseas capital, but two Nigerian companies have decided to set up two textile weaving mills, one at Lagos and one at Kano. The erection of the mills, each with fifty looms, was nearly completed by the end of the year. The Department of Commerce and Industries, which advised on the design of the factory buildings and installation of the machinery, will operate the mills for a time on behalf of the owners.

The department also have stimulated the local textile industry by

the provision of seven textile training centres. These teach hand-loom weaving, but instruction in power-loom weaving will be given at centres to be set up shortly. At these, trainees will take courses in weaving, bleaching, dyeing, etc., for various periods lasting up to five years for an overseer.

The department has also established a laboratory in Aba to carry out research on local vegetable dyestuffs and the application of other dyestuffs to Nigerian fibres. The dye chemist advises Nigerian producers on the dyeing, bleaching and finishing of their goods.

The department operates a dairy at Vom. Production for 1950 was over 250,000 lb. of butter, 44,000 lb. of cheese, and 33,000 lb. of clarified butter fat.

The department aim by 1952 at the construction of 112 palm oil mills, at a capital cost of over £1,250,000. Their importance to the palm oil industry has been mentioned earlier in this report. Each mill is capable of handling 200 tons of fruit per month, and of extracting a greater quantity and better quality of oil than by the traditional hand methods.

Other work by the Department of Commerce and Industries during the year to stimulate local industries included the purchase of ground-nut oil mills for use in Sokoto and Katsina ; further investigations into the possibilities of using conophor nuts (*conophorum tetracarpidium*) for the paint industry and into the possible expansion of the citrus industry ; and the successful establishment of a pottery training centre at Okigwi, in the Eastern Region.

#### CO-OPERATIVE SOCIETIES

During 1950 co-operative societies in Nigeria grew in numbers and membership. There are now 1,100 societies, with a total membership exceeding 70,000 and working capital approximating to £450,000.

Co-operative credit societies have continued to show exceptional vigour in Calabar. The number of societies during 1950 increased from 347 to 408, and membership has expanded in like manner. It is the third successive year during which an exceptional rate of development has been recorded, and the credit societies have now displaced the marketing societies in the forefront of the movement. Their assets at 31st March, 1950, were £44,669. Loans granted to members amounted to £72,396 for purposes which included petty trading, the redemption of farming land, the purchase of farming and fishing requisites and bicycle repairs. The Calabar Union of Credit Societies in September, 1950, organised in Uyo a most successful annual conference of co-operatives. It was the seventh of its kind and was attended by over 300 delegates.

Marketing societies are still concerned almost entirely with cocoa and went through a year of differing success. The tonnage of cocoa exported by co-operatives, both through their own licensed agency, the Association of Nigerian Co-operative Exporters, and through other licensed agents, declined from 12 per cent of the total crop in 1949 to

9.65 per cent in 1950. This retrogression can be attributed to the effects of stricter financial administration compared with previous years, when advances of money were too freely given and attracted many unreliable members. There has, however, been a steady increase in the total amounts deposited by members. The Association of Co-operative Exporters operated for the second year a scheme of deposits, at the rate of one shilling per cwt., and the amount now saved in this way has reached £19,826. There is also £38,682 on deposit in the various societies. Loans granted to 2,587 members totalled £16,289, both figures being slightly above the previous year.

The quality of cocoa exported under the co-operative mark once again set an excellent standard. Ninety-nine per cent of main crop "co-operative" cocoa was Grade I, and one union, the Owo-Akoko in Ondo Province, distinguished itself by marketing 100 per cent first quality throughout the year. The co-operative cocoa societies continued to participate in the campaign conducted by the Department of Agriculture aimed at general improvement of the quality of Nigerian cocoa, and assisted in the work of the Cocoa Survey Officers, who marked many more trees found to be diseased by swollen shoot.

The numbers and membership of thrift societies have increased but in many of these societies the members, though predominantly literate, continue to prove unwilling to partake in management, and the Government Inspectorate, in trying to help them, has found that the help expected amounts to taking over complete responsibility. The latest figures are :

<i>Year</i>	<i>Societies</i>	<i>Members</i>	<i>Total Assets</i>
			£
1948-49 . . .	279	13,753	325,164
1949-50 . . .	314	14,285	359,763

Surplus funds of thrift societies were invested in the Post Office Savings Bank (£253,432), in Nigeria Development Loan (£30,125), and with other co-operative societies (£13,064). Loans to members aggregated £33,326, compared with £29,155 at the close of the previous year.

Consumer societies formed the subject of a special report published in August, 1950, which is under consideration by the Government. The Report recommends the development of retail co-operative societies which will rely for their supplies on existing import agencies, and which will not import directly on their own account before their combined volume of business warrants it.

Craft societies had only a fair year. The largest, the Ikot-Ekpene Raffia Workers, suffering from the loss of its market in the United Kingdom, was transferred to the aegis of the Department of Commerce and Industries, where knowledge of possible overseas markets would be more readily available. Other craft societies, the Awka Woodcarvers, the Benin Woodworkers, the Akwete Weavers, the Oyo Leatherworkers and the Arochuku Embroideresses, utilised the

Co-operative Agency in Lagos for the disposal of a substantial portion of their output.

There are four maternity societies, all in the Udi Division of Onitsha Province. The one which owed its origin to the film "Daybreak at Udi" proved less successful than the picture. Higher salaries for midwives and increased costs of drugs and dressings sorely strained the meagre resources of all four societies, causing two to close down temporarily.

## Chapter 7: Social Services

### EDUCATION

EDUCATION in Nigeria is expanding rapidly at all levels. The expenditure on education from public funds in 1938 was just under £300,000 : in the financial year 1950-51 it was in the neighbourhood of £3,000,000, of which approximately £1,000,000 was contributed by the United Kingdom Government, under the Colonial Development and Welfare Acts. This takes no account of the expenditure by Native Administrations or by Christian Missions, which began their educational work in this country long before Nigeria existed as a political entity and still staff and operate, with financial assistance from Government, the overwhelming majority of schools, particularly in the Western and Eastern Regions.

#### *The University College, Ibadan*

The most advanced educational institution in Nigeria is the University College at Ibadan. Although the foundation stone was only laid in 1948, the College at the opening of the 1950-51 session had an academic and senior administrative staff of 80, and 346 undergraduates in residence, working in the faculties of arts, science, medicine and agriculture (a gift of £1,000,000 for the faculty of agriculture was made to the College by the Cocoa Marketing Board during the year). The first examinations on the students held in collaboration with the University of London, which will grant degrees to members of the University College, were held during 1950 and the results were most encouraging. In the Intermediate Examination 76 students passed, 19 in arts and 57 in science. All the candidates in history and 90 per cent of those in mathematics and biology were successful. In the second M.B. examination, which had never before been taken in Nigeria, 12 out of 14 candidates passed creditably in anatomy and physiology. The Department of Extra-Mural Studies increased its activities, which include 59 tutorial classes attended by some 2,000 students. An address by the Principal of the College, Dr. Kenneth Mellanby, O.B.E., Sc.D., at the opening of the first term of the 1950-51 session is reproduced in Appendix E, and gives further details of the University College's work.



### *The Nigerian College of Arts, Science and Technology*

It is hoped in 1952 to open another institution of higher education which should be of the greatest importance to Nigeria, namely, the Nigerian College of Arts, Science and Technology. The College will be in three branches, one at Ibadan, one at Zaria, and one at Enugu. The Principal will be Mr. W. H. Thorp of the Nigeria Education Department, who, with Dr. F. J. Harlow, then Principal of the Chelsea Polytechnic, London, prepared the *Report on a Technical College Organization for Nigeria* (Sessional Paper No. 11 of 1950), on which the Nigerian Government has based its plans. The College will provide technical education at the higher levels, and further education for men of ability who are already in employment. Technical education of a lower standard will remain the responsibility of the trade centres and technical institutes of the Technical Branch of the Education Department. In some courses, such as that for the training of professional engineers, the College will provide all the theoretical instruction required; in others, such as those for training in veterinary science and in the work of medical auxiliaries (the training of doctors will continue to be carried out at the University College, Ibadan), part of this instruction will be given at one of the Government department training schools. The College, especially at Zaria, will also train teachers for secondary schools, for whom there is a very great need, and for technical institutes.

### *Nigerian University Students Overseas*

During 1950 the Nigerian Government awarded 111 scholarships to Nigerians; these are tenable either at the University College, Ibadan, or at universities in the United Kingdom, Canada or the United States. There are now over 200 Nigerians with scholarships at universities in the United Kingdom and seven scholars in the United States and Canada. In addition, there are some 950 private Nigerian students without Government assistance at universities or similar institutions in the United Kingdom and over 300 in North America. There have long been Nigerian Student Liaison Officers working in collaboration with the Colonial Office Students Department to assist Nigerian students in the United Kingdom; a similar Student Liaison Officer was appointed during the year to help students in the United States and Canada (his office is in Washington, D.C.).

### *Technical Education*

The importance of technical education to Nigeria cannot be overstressed. The country is at present short of every kind of skilled artisan, but rapid expansion of technical training is taking place to remedy this. At present there is one technical institute in the country (at Yaba, a suburb of Lagos) and three trade centres (at Yaba, Kaduna and Enugu). A new technical institute is being built at Enugu, and new trade centres at Jos, Kano, Sapele and Ombe River (near Victoria in the Southern Cameroons). Women's trade centres are to be built at Aba in the east and Abeokuta in the west. Four handicraft centres

are being built (at Enugu, Calabar, and Lagos (2)) to teach local crafts as part of primary school education and to give vocational instruction to those who have left school. Two more are to be built at Ibadan and further centres will be opened in the north by the alteration and rebuilding of existing Middle School workshops.

Of the existing centres, Yaba Technical Institute has 190 students, and Yaba, Kaduna and Enugu Trade Centres 133, 94 and 170 apprentices respectively. The three largest courses at Yaba Technical Institute are the junior technical (pre-employment apprentices) course with 105 students, the manual instructors' course with 29, and the architectural assistants' with 17. At Yaba Trade Centre, of the ten trades in which training is given, those with the largest number of apprentices in 1950 were carpentry (19), cabinet-making (18), motor mechanic and electrician (16 each). At Kaduna 39 apprentices are being trained as general mechanics, 30 as carpenters and 25 as bricklayers. At Enugu the trades with the largest number of apprentices are cabinet-making (26), painting and polishing (22) and sheetmetal working (22).

### *Teacher Training*

There are now 90 teachers' training centres in Nigeria compared with 30 in 1938, but there are still many problems to be overcome in ensuring the supply of qualified teachers necessary for educational expansion. The need for more secondary school teachers has already been mentioned. At a lower level, although elementary certificated teachers for junior primary schools in the Western Region are being trained at the rate of over 500 a year, the proportion of certificated teachers to total staff in these schools is still under one to five. In the Eastern Region the output of teachers from the training centres was high (over 1,100), but it was not easy to find the sums necessary for the Government grants-in-aid for the support of these centres. A Government Women's Teacher Training Centre at Enugu was nearly ready at the end of 1950 and opens in 1951. In the Northern Region the recently opened Higher Elementary Training Centre at Kaduna now has an enrolment of 84 students, its full capacity.

An Elementary Training Centre was opened at Mubi in Adamawa, the first to be opened in the Northern Cameroons. Against these encouraging developments, there was difficulty in finding suitable candidates for Bauchi and Katsina Elementary Training Centres, and there was mass insubordination at three centres during the year.

### *Secondary Schools*

In the Western Region two of the three Government secondary boys' schools are being rebuilt, and two secondary girls' schools are being moved from Lagos to the Western Region (the boarders of Queen's College, Lagos, are going to a new Queen's College at Ede and St. Anne's C.M.S. girls' school is going to Ibadan). The 20 boys' secondary schools conducted by voluntary agencies (which are mainly Christian Missions) are suffering from a shortage of graduate staff. In

the Eastern Region there is the same staff difficulty : the university-trained youth of the Region are among the foremost of those who demand more secondary schools, but they show little inclination towards entering the teaching profession themselves. The north has not the same difficulties, for there are only four secondary schools in the Region. All are at present run by the Government, but three mission secondary schools are being developed. The leading Government secondary boys' school is at Zaria : boys there took the School Certificate Examination for the first time in 1950 and obtained 23 passes.

### *Primary Education*

Primary education in the country is mainly the responsibility of voluntary agencies, which have benefited considerably under the new grants-in-aid system brought in by the Education Ordinance (No. 39 of 1948). The increasingly heavy Government expenditure on grants-in-aid will soon make it necessary for local communities to bear an increased share of the cost of primary education. It is to be expected that local councils, when fully aware of the position, will adopt a system of education rating and during the year the Abakaliki Division of the Ogoja Province, in the Eastern Region, in the past one of the slowest areas in educational progress, put forward a scheme for the introduction of an education rate.

Owing to the shortage of staff in the Education Department and the increase in the number of primary schools, there has been far too little inspection by education officers. It is thus not possible to form a clear picture of the general standard of work in primary schools, but there is evidence from the judgment of principals of secondary schools on the general performance of candidates for admission to their schools that considerable improvement is needed. In the Western Region, for instance, the results of the Provincial Standard Six examination, for schools recognised for the First School Leaving Certificate, show a deplorably low standard of general knowledge.

### *Girls' Education*

There was a considerable advance in girls' education during the year in the Northern Region, where resistance to the education of girls is strongest. Senior primary schools for girls were opened by the Native Authorities at Birnin Kebbi and Kontagora, and additional Government Girls' Training Centres are being built at Maiduguri and Kabba. Early in the year, the Chief Woman Education Officer for the Northern Provinces visited the Sudan to find out if some of the features of girls' education in that territory might be adopted with advantage in the north.

Elsewhere there is room for considerable extension of girls' education by the separation of mixed schools into schools for girls and boys, but the pace is governed by the shortage of trained teachers.

The number of girls receiving secondary education is at present small. Very few girls, however, attend the secondary schools of

doubtful efficiency which attract such large number of boys ; it seems, therefore, that the demand for girls' secondary education does not exceed the supply, though with the increasing number of girls now attending primary schools this position will not last for long.

### *Adult Education*

The demand for organised programmes of adult education and mass literacy campaigns is increasing and is severely straining the resources of the Adult Education Branch of the Education Department.

The number of campaigns in which the Department is assisting increased from 24 in 1949 to 33 in 1950. These campaigns covered 52,700 pupils in 2,590 classes. In the north all the classes are for illiterates, but in the other Regions about one-fifth give further instruction to the people who have become literate.

In the north there is now a sprinkling of women in nearly every class, while in the Eket Division of Calabar Province, during a recent campaign 2,200 out of 2,500 pupils were women.

The Education Department assists in the production of seven newsheets (four in Yoruba and one each in Hausa, Tiv and Ibo), and produces booklets in seven languages (Hausa, Tiv, Yoruba, Bini, Etsako, Ibo and Efik).

## HEALTH

The medical services of Nigeria are provided by the Government Medical Department, Missions, companies and corporations, such as the Cameroons Development Corporation, and private practitioners. The Medical Department is responsible for the supervision of all aspects of medical and health work, research and training. The Missions provide and staff several hospitals, and the Cameroons Development Corporation plays a particularly important part in providing hospitals and medical services in the plantation area of the Southern Cameroons. The Native Administrations operate a large number of dispensaries throughout the country.

The following paragraphs describe some of the work carried out during the year by the Medical Department which, as in former years, was once again hampered by shortage of technical staff. The Director of Medical Services, Dr. G. B. Walker, C.B.E., has retired after four years in that post and 28 years in the Nigerian Medical Service. He was succeeded by Dr. S. L. A. Manuwa, O.B.E., a Regional Director of Medical Services. Dr. Manuwa is the first Nigerian to become head of the Medical Department.

### *Training Schemes*

The expansion of Nigerian medical services is impossible without a great increase in the supply of trained Nigerian medical staff. The training of doctors is the responsibility of the Medical Faculty of the University College, Ibadan and, as was explained in the section above on Education, 12 students passed the second M.B. examination

creditably during the year. Details of other training schemes are as follows :

*Dental Technicians.* A training scheme was started during the year.

*Laboratory Technical Assistants.* Training continues in Lagos and has begun also in the Northern Provinces at the Kano Pathology Department.

*Medical Assistants.* The establishment of a training school at Kano for medical assistants is under consideration. It is intended that the products of this school should be licensed for employment in Government service in the Northern Provinces only.

*Nurses and Midwives.* The new Lagos residential preliminary training school for nurses has been completed and female students will take up residence early in 1951. During 1950, approximately 150 pupils, men and women, completed the six months' course at preliminary training schools and were distributed throughout the various training hospitals. With the increasing numbers and size of hospitals, it must be obvious that, until many more suitable candidates come forward, particularly females, the nursing staff problem will remain acute. Of the nurses-in-training, 165 passed the qualifying examination and became Nigeria Registered Nurses. Twenty-five midwives completed their training at Government maternity training hospitals and successfully qualified as Midwives, Grade I.

*Pharmacists.* At the School of Pharmacy, Yaba, 105 students received instruction and 24 of those who completed training and passed the necessary examinations were awarded diplomas as qualified chemists and druggists. At Zaria, where the educational standard is lower, the certificate awarded is the Dispensers' Certificate (Northern Provinces). During the year 31 students were under training and the number who completed the course and received certificates was seven.

*Sanitary Inspectors.* A new Sanitary Inspectors' Training School at Aba has started an advanced course for Government sanitary inspectors. A total of 41 sanitary overseers were trained during 1950. In the north, 25 sanitary inspectors passed their examinations and qualified. In the Lagos School there were 54 first and second year pupils, 30 of these completed the course and 24 were successful in qualifying as sanitary inspectors. Twenty-four sanitary inspectors obtained the Certificate of the Royal Sanitary Institute.

*X-Ray Technicians.* A start has been made in the training of X-ray technicians and 16 are now under instruction.

#### *Hospitals and Clinics*

*Hospitals.* New buildings or extensions to existing hospitals have been completed or are under construction at Akure, Ijebu-Ode and Shagamu in the west ; Aba, Abakaliki, Bamenda, Ogoni and Onitsha

in the east ; and Azare, Bauchi, Birnin-Kebbi, Jos, Kaduna, Kafanchan, Kano, Katsina, Lokoja, Maiduguri, Offa, Sokoto and Yola in the north. Two rural health centres are already functioning at Ilaro and Auchi in the west, and the first four African health visitors have been posted to them. A third centre is under construction at Kankiya in the north.

Electric lighting plants have arrived and are due to be installed in 24 hospitals. Many of these hospitals have received their X-ray machines, which will function as soon as the wiring has been completed.

*Field Units.* Four additional Medical Field Units have come into action, making a total of eight. Two further units are under training. These units do most useful work in preventive medicine (for example, by vaccination and treatment of yaws), in the combating of epidemics and in compiling statistics. During a most severe cerebro-spinal fever epidemic in early 1950 in the Northern Provinces, they proved invaluable.

*Dental Centres.* A new dental centre has been opened at Ibadan and a second is nearing completion at Kano. A mobile dental clinic has also been working in the Western Provinces.

*Mental Hospital.* The building of a new mental hospital at Abeokuta has started. Two nurses sent to the United Kingdom for training as mental nurses have successfully completed their studies and returned to Nigeria. Plans have been drawn up and funds made available for the expansion of the Calabar Mental Hospital.

*Maternity Clinics.* Ante-natal clinics continue to be the most popular of all medical services and it is almost impossible to keep up with the demands. In Lagos alone attendances average 300 daily and deliveries are in the neighbourhood of 400 each month.

*X-ray Centres.* Eight new centres have been opened and there are now 26 X-ray units in 18 X-ray departments. In addition, obsolete units have been replaced by modern shock-proof apparatus. A mass miniature radiography unit is being used in Lagos, and a further unit is on order.

### *Diseases and Treatment*

*Cerebro-spinal Meningitis.* At the beginning of 1950 there was the biggest epidemic of cerebro-spinal fever ever recorded in the north. Sokoto and Bornu Provinces were the most severely affected, while Katsina, Kano, Bauchi, Adamawa and Plateau Provinces had lesser, though severe outbreaks. For the first six months in the year a total of 93,964 cases were reported with 18,153 deaths, giving a death rate of 19.5 per cent. This figure may appear high but is comparable with results in advanced communities in America and Great Britain, although it is higher than those in the Gold Coast and Sudan where the disease appears to be less virulent than in Nigeria. There is, of course, a great improvement on the pre-war figure of an 80-90 per cent

mortality. Government staff engaged in fighting this vast outbreak was as follows :

	<i>Medical Officers</i>	<i>Health Superin- tendents</i>	<i>Medical Field Unit Staff &amp; Subor- dinate Sani- tary Staff</i>	<i>Sani- tary Inspec- tors</i>	<i>Nurses</i>	<i>Dispen- sary Atten- dants</i>	<i>Vacci- nators</i>
Government	16	6	117	5	22	—	—
Native Adminis- tration	—	—	—	172	48	91	77
TOTAL	16	6	117	177	70	91	77

Large numbers of Native Administration and Junior Medical personnel, as well as lay and medical staff of various Missions, also assisted in this work. Cases were treated in 11 hospitals, 80 dispensaries, 356 treatment centres and 41 mission stations.

*Leprosy.* The Central Leprosy Board, on which are represented British Empire Leprosy Relief Association and all Missionary Societies taking part in leprosy control in Nigeria, held its first meeting in July, 1950, when agreement was reached on the main lines of future leprosy control. Public opinion in the areas where leprosy is common, particularly in the Eastern Region, has been most helpful and sympathetic in supporting the drive for segregation of infectious leprosy patients. Twenty-six new villages for such patients have been established by local committees. Only in the Western Region, where the incidence of leprosy is lower, has progress been slow.

Sulphone treatment has proved most successful and the Central Leprosy Board endorsed the decision to extend this treatment to all patients. More than 12,000 are now on Sulphone treatment and the number of patients discharged "symptom free" in 1950, as compared with previous years, is expected to be very high. Preliminary investigations have been carried out on the role of Streptomycin in the treatment of leprosy and also on treatment with a Thiosemi-Carbasone. The expansion of leprosy control work is severely hindered by the acute shortage of medical officers.

*Malaria.* The Malaria Service of the Medical Department has been concentrating at Ilaro on an experimental scheme for eradicating vector species by residual insecticide spraying with P.520. This is still in progress and so far it appears that one of the vectors, *Anopheles funestus*, has been eradicated. Research into the chemotherapy of malaria has resulted in the publication of several papers on the subject.

Short courses in malariology have been given to medical students of Ibadan University College and to sanitary inspectors and medical field unit dressers.

*Sleeping Sickness.* Over 300,000 persons were examined and 3,000 new cases diagnosed and treated. The majority of cases come from Benue, Plateau, Zaria and Kano Provinces. The Sleeping Sickness Service continued the policy of tsetse fly eradication by clearing as rapidly as staff and funds permit. The success of this policy is shown by the fact that in one area 150 square miles have been freed from the fly and should soon become a mixed farming area.

*Smallpox.* This disease, with its high death rate among the unvaccinated is still prevalent throughout much of the country. Vaccination campaigns are continuous and the opposition to vaccination appears to be decreasing. One and a half million vaccinations were carried out in the Eastern Region alone. New methods are being investigated to ascertain how lymph may better retain its potency under rural conditions.

*Tuberculosis.* Two medical officers are in the United Kingdom on extended courses on tuberculosis control. It has not been possible to obtain the services of a tuberculosis specialist, but it is expected that the officers mentioned, with their experience of local conditions and recent training, will be able to initiate investigations into the incidence of tuberculosis. Surveys and skin tests are being carried out at present in an attempt to obtain a clearer view of the numbers affected. One mass miniature radiography set is now working to capacity in Lagos and a further set is on order. More hospitals are setting apart beds for isolation of tuberculosis patients and it is intended that tuberculosis pavilions will be included in the expansion schemes for general hospitals.

#### *Research*

Some of the research work carried out during the year such as that on the treatment of leprosy and the chemotherapy of malaria, has already been mentioned. Other research work included the following :

*Filariasis.* A scheme to carry out investigations on loiasis, mainly in the Kumba area of the Southern Cameroons, started in 1949 and was continued in 1950. The breeding sites of the fly vectors in the Kumba area have been identified and it has been established that five species of monkeys in the Kumba area are infected with filaria, and thus may be reservoir hosts of the disease.

*Laboratory Service of the Medical Department.* The service continued research into the epidemiology of cerebro-spinal meningitis in the north. The production of smallpox vaccine has increased and buildings are being constructed to enable yellow fever vaccine to be produced in addition to that made at Yaba.

*Tropical Physiology.* The Physiological Research Branch of the Medical Department has continued the detailed study of sweat rates,



skin and body temperature, and changes exhibited by unacclimatised Africans working in different climates. Research is being started on the endocrine aspects of heat acclimatisation.

*Virus Research Institute.* This institute at Yaba, formerly the Yellow Fever Research Institute under the control of the Rockefeller Foundation, now comes under the Colonial Medical Research Service. Preliminary research was started on the anaemias and a detailed study begun of neurotropic viruses other than yellow fever.

## HOUSING

### *Northern Region*

Most families live in round mud houses with mud or thatched roofs. The materials are readily available and the number of huts varies in accordance with the size and wealth of the family. The ruling classes and the wealthier people live in rectangular instead of round houses, built for the most part of mud, but with such additional refinements as concrete floors, glass windows and, in places, corrugated iron roofs.

*Village Planning.* In the settlement villages of the Kontagora Emirate (see Appendix D) and the Mokwa Scheme of the Niger Agricultural Project, improved houses of local type have been built, furnishing an example which others can readily copy. A number of villages have been replanned in Kano, Bornu and Adamawa Provinces. The successful planning of the growing market town of Mubi in Adamawa has inspired rivalry in the neighbouring town of Hong and, in compliance with the pressing demands of the inhabitants, a new town with broad streets has been laid out on a new site two miles away.

*Towns.* In the urban areas of Kano, Jos, Zaria and Kaduna, overcrowding presents a problem, but extensions are being carried out. In Jos new building plots have been laid out during the year, but little room now remains for further expansion and, in spite of the larger area, serious overcrowding continues.

*Railway Housing Scheme.* In Niger Province a housing scheme at Minna for the African staff of the Nigerian Railway, begun in 1948, was completed during the year. The scheme provides 74 permanent modern houses (61 with two, 9 with three and 4 with four living rooms and all with a kitchen, bathroom and latrine).

*Labour Camps.* The standard of accommodation in labour camps on the Plateau minefields continues to improve; the camps are periodically inspected by officers of the Labour Department.

### *Western Region*

The usual type of house occupied by the poorer classes has mud walls, wooden windows and doors, and a thatched roof. The houses of the more prosperous classes are of mud or brick and cement walls and have corrugated iron roofs and glass windows; in many cases a

house of this type will consist of two or more storeys and will generally include a produce store or shop on the ground floor. The older houses are normally owned by a family group, but there is a growing tendency for the wealthy to build separately for their own immediate family. In some of the larger towns, such as Abeokuta and Ijebu-Ode, where there is a considerable demand from "strangers" for accommodation, the building of houses is a favourite and profitable way of investing capital.

*Housing Schemes.* Progress was made with the housing programme for junior Government staff at Moor Plantation near Ibadan, the Oil Palm Research Station near Benin, and at the Oyo Farm School.

*Building rules and town planning.* Most Native Authorities in the Region employ their own sanitary inspectors, who enforce health rules. An increased number of Native Authorities have adopted building rules and, in some cases, Town Planning Authorities have been established under the Nigeria Town and Country Planning Ordinance. The latest Town Planning Authorities to be constituted are those at Sapele and Burutu in Warri Province.

#### *Eastern Region*

Housing in the Eastern Region varies from huts in rural areas, with mud and wattle walls, and roofs of palm leaf or grass thatch, to houses of mud and cement blocks with corrugated iron roofs and cement floors. In the villages houses are owned by families or individuals; in larger centres such as Port Harcourt there are a number of landlords, who live by leasing their properties.

*Housing Schemes.* The most important developments in housing in the Region during the year were the building of houses for miners on the Enugu Colliery Housing Estate and for the staff and labourers of the Cameroons Development Corporation. Re-housing on the Corporation plantations will take some years, and the cost will be over £2,000,000.

*Lagos.* Houses in Lagos vary from modern large buildings to primitive huts or tenements, some of them constructed of bamboo or rusty sheets of galvanized iron, in spite of bye-laws prohibiting the use of these materials for walls. Some of the worst slums in Lagos have been cleared by the Lagos Executive Development Board, which is responsible for slum clearance, but a formidable amount of clearance remains. Work on a scheme for slum clearance in central Lagos was renewed during 1950.

*The Apapa Scheme.* The Board is also responsible for the reclamation of land at Apapa, the main port of Lagos, and for the construction there of a new satellite town. The Board's contractors, the Westminster Dredging Co., started work on the reclamation of 150 acres

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during the year and the first section of the road system—four miles of concrete carriage-way—was constructed.

#### SOCIAL WELFARE

The words "social welfare" in the section are interpreted narrowly enough to exclude social services such as education, described elsewhere, but widely enough to cover more than simply measures undertaken for classes of the community requiring special care. Throughout the countryside and even in the towns such matters as the care of the destitute, the aged and the infirm, are the acknowledged responsibility of the family: in Nigeria charity still begins at home.

#### *Northern Region*

*Youth Clubs.* Youth clubs at Kaduna and Vom flourish under the close interest of the Social Welfare Officer. Similar clubs have been started in Zaria. The emphasis in these clubs is mainly on boxing, wrestling and other forms of physical culture. At the first athletic meeting of the Zaria Amateur Athletic Association more than half of the winners were club members. Further, of these more than half were northern youths, a most promising sign, as in the past the tendency has been for local boys and men to watch whilst southerners formed the ranks of the competitors. The clubs play an increasingly important part in the life of the community, provide a healthy outlet for youthful energy and instil elementary discipline.

*The Blind.* Mr. John Wilson, Secretary of the Empire Society for the Blind, and a blind man himself, visited the north and Lagos during the year to advise on the improvement of measures to aid the blind. Blindness is commoner in the north than elsewhere: at present there is a small mission training school for the blind near Kano. A local society for the blind has now been formed.

*Red Cross.* A branch of the Red Cross Society has been opened in the Region.

#### *Western Region*

*Social Welfare Services.* It was hoped that social welfare services similar to those already operating in Lagos would be inaugurated in two areas of the Western Provinces in 1950, but this was not possible owing to the revision of the Ten-Year Development Plan. Revised plans are being made for starting these services in the near future, although on a reduced scale.

There is a social welfare organisation at Abeokuta, conducted by voluntary workers. The Egba Native Administration have allocated a house to the organisation, and this will be used as a remand home for juvenile delinquents.

#### *Eastern Region*

*The Man o' War Bay Scheme.* A scheme was approved in 1950 and started early in 1951 for training potential leaders in community

development at Man o' War Bay\*, near Victoria in the Southern Cameroons. The scheme is modelled on the "Outward Bound" Trust Schools in the United Kingdom. The courses are intensive and last about one month. It is hoped that the Bakweri and related local peoples will take full advantage of them, but the project is not restricted to people of the Cameroons. The land for the scheme was put at the disposal of the Government by the Cameroons Development Corporation.

The Corporation during 1950 greatly extended its own welfare activities including the provision of hospitals and schools and classes for adults.

*Calabar.* In Calabar there has been a slight increase in juvenile delinquency, but the Social Welfare Officer made good progress in dealing with matrimonial disputes by reconciling the parents or boarding out the children of broken homes with foster parents or missions.

*Onitsha.* In Onitsha Town the attack on juvenile delinquency and allied problems has received a setback as the first Welfare Officer ever to be stationed there had to be moved and could not be replaced.

*Enugu.* In the Enugu Collieries the scope and activities of the welfare workers are increasing steadily.

*Lagos.* In the town the modern methods gradually introduced over the past eight years have reduced the problem of juvenile delinquency. Young offenders who have proved intractable and been sent to the Approved School at Isheri are showing themselves to be useful members of the community on release. Both the boys' club movement and the Community Centre, in which Africans and Europeans work together are helping to promote good racial relationships. Outside the town the Village Betterment Committee in Ikeja Division aims to provide more amenities for village life and induce more of the educated and ambitious boys to remain farmers. A team of rural welfare workers has started work in Epe division.

## Chapter 8: Legislation

POLITICAL progress during the year was reflected in the passing of two important ordinances, the Eastern Region Local Government Ordinance (No. 16 of 1950) and the Lagos Local Government Ordinance (No. 17 of 1950). The former provided for a system of modern local government in the Eastern Provinces to replace that established under the Native Authority Ordinance (Laws of Nigeria, cap. 140), and the Townships Ordinance (cap. 216). The ordinance, which gives effect to a memorandum of local government policy adopted by the

\* The Bay is supposed to have received the name because British men of war, on their patrols to suppress the slave-trade, lay in wait there for slaving ships.

Eastern Houses of Assembly in 1949, provides for the establishment of Regional Authorities, and empowers them to establish county, district and local councils elected by male adult suffrage. The first of the new county councils was established at Ikot Ekpene in early 1951.

The Lagos Local Government Ordinance (No. 17 of 1950) repealed the Lagos Township Ordinance (Laws of Nigeria, cap. 104), and provided for the establishment of a new enlarged council of members elected by adult suffrage and a mayor elected by the councillors. The first elections under the new ordinance were held in October, 1950: the Democratic Alliance party secured the majority of seats and one of their number, Dr. Olurun Nimbe, was elected Mayor of Lagos.

The main ordinances of economic importance were the Electricity Corporation of Nigeria Ordinance (No. 15 of 1950), the Nigerian Coal Corporation Ordinance (No. 29 of 1950), the Income Tax (Amendment) Ordinance (No. 25 of 1950) and the Exchange Control Ordinance (No. 35 of 1950).

The first two of these ordinances provided for new corporations to take over activities formerly the responsibility of Government departments.

The new Electricity Corporation consists of a chairman appointed by the Governor in Council and a number of members, of whom the majority are appointed by the Regional Houses. Its main function is to secure the supply of electricity at reasonable rates. It will take over and manage the electricity undertakings of the Government of Nigeria and may supervise on agreed terms undertakings not owned by the Corporation, if so requested by the Governor. The ordinance also provides for an Electricity Advisory Council, the duties of which are to consider any matter affecting the supply of electricity and to represent the interests of consumers and the general public. The Council advises the Corporation on these matters, and appoints three of its members to the Corporation.

The Nigerian Coal Corporation Ordinance similarly establishes a Nigerian Coal Corporation to take over and work in the public interest the existing colliery undertakings of the Government and such other deposits of coal as may from time to time be placed at the disposal of the Corporation by the Governor. The general functions of the Corporation are much the same as those of the National Coal Board in the United Kingdom, established by the Coal Industry Nationalisation Act, 1946. The Corporation is composed of a chairman and six to nine members appointed by the Governor in Council.

Further details of these two new corporations are given in the sections on mining in Chapter 6 and on electricity supplies in Chapter 10.

The Income Tax (Amendment) Ordinance remedied some anomalies and made a number of concessions. Two examples of the changes made are the extension of exemption from Nigerian income tax to non-resident airlines operating in Nigeria (non-resident shipping lines

were already exempt), and an increase in allowances for children educated and maintained abroad.

The Exchange Control Ordinance provided new legislation controlling transactions in gold, foreign exchange and securities to replace the Nigeria Finance (Defence) Regulations, 1942, which expired on 10th December, 1950. The Ordinance establishes an exchange control mechanism on familiar United Kingdom lines, giving the Government control over dealings in gold and foreign currency, payments to non-residents in foreign currencies, dealings in securities of various kinds, the import and export of currencies, etc.

The most interesting pieces of social legislation were the Workmen's Compensation (Amendment) Ordinance, 1950 (No. 23 of 1950) and the Labour Code (Amendment) Ordinance, 1950 (No. 34 of 1950). The first extended and elaborated the provisions of workmen's compensation in Nigeria, first introduced in 1941, so as to make them adequate by modern standards. The second ordinance made various changes in the Labour Code, including a few to make its provisions consistent with International Labour Conventions 82, 83 and 85 adopted in 1947. The ordinance also altered the law concerning the exaction of labour for communal services; it provides that in addition to existing Native Authorities, duly authorised local government bodies which may be created in the future may require such labour. The consent of the Governor to the exacting of certain of these services is rendered unnecessary, but the persons concerned in providing the labour must be consulted as to the need for it and a substantial majority must be in favour. These new provisions on communal labour were brought into force in response to local public opinion and not on the Government's initiative.

An ordinance of importance to future research workers in Nigeria was the Publications Ordinance (No. 13 of 1950). Under it two copies of every book and newspaper published in Nigeria must be sent to the Chief Secretary and two to the Library of the University College, Ibadan.

## Chapter 9: Justice, Police and Prisons

### JUSTICE

THERE are two kinds of law in force in Nigeria, English and native. The courts where these systems of law are administered are the Supreme Court and Magistrates' Courts, which primarily administer English law and the Native Courts which primarily administer native law and custom. Appeals from the Supreme Court are brought before the West African Court of Appeal, established by Order in Council to hear appeals in all the West African Colonies. From decisions of the West African Court of Appeal there is an appeal to His Majesty in Council.

### *Supreme Court*

The Supreme Court is a superior court of record possessing jurisdiction unlimited as regards subject matter and degree, area and persons. The court sits as a court of first instance, and as a court of appeal for Magistrates' Courts and for some Native Courts. Subject to certain reservations, the original, as distinct from the appellate, jurisdiction may not be exercised in any case relating to land, marriage, family status, or the succession to property which comes within the jurisdiction of a Native Court; and the jurisdiction is completely excluded in any case over which a Native Court has exercised or is exercising any of its own jurisdiction.

To help carry on the business of the Supreme Court, Nigeria is divided into divisions in each of which one or more Judges may be directed to sit. As far as possible three Judges now sit regularly in Lagos, and one at each of 10 centres in the Protectorate. Since, however, there were three vacancies on the Judicial Bench for part of 1950 and Judges were required to sit on three Commissions of Inquiry, it was not possible to have Judges on duty in all the Judicial Divisions all the time and there was some unavoidable delay in despatching all the necessary business of the Supreme Court.

### *Magistrates' Courts*

The original jurisdiction of Magistrates' Courts is limited to personal actions for specified amounts varying from £25 to £200 according to the grade of the Magistrate concerned, and, on the criminal side, to the infliction of punishments up to a maximum of two years' imprisonment; and the exercise of this jurisdiction is restricted in the same way as the exercise of the original jurisdiction of the Supreme Court. As regards area, a Magistrates' jurisdiction is exercised within one or other of the magisterial districts into which the country is divided. In some cases the Magistrate sits on appeal from Native Courts.

Juvenile Courts are established in Lagos and Calabar under an ordinance which follows closely the provisions of the Children and Young Persons Acts. The courts consist of a qualified Magistrate as chairman, sitting with lay assessors chosen in rotation from a panel. They deal not only with offenders, but also with children in need of care and protection, and have power to make corrective and other orders for the child's benefit as well as to inflict punishment.

There are 22 magisterial districts under the jurisdiction of a single Magistrate. Eight Magistrates of the first grade and two of the third sit in the Colony District, comprising the Lagos municipal area, where most of the work lies, and the Colony of Lagos.

The recruitment of Magistrates has improved but it has not been possible to maintain Magistrates in all districts, and, at the same time, to post additional Magistrates to assist at those centres where arrears of cases have accumulated as a result of the acute shortage of Magistrates over the last five years.

### *Native Courts*

The jurisdiction of Native Courts is limited in subject matter and degree according to grade. The limit for money claims in the lowest grade is £25 ; in the highest grade there is no limit. All the courts have full jurisdiction in matters relating to native marriage and succession and land. Punishment ranging from a maximum of three months' imprisonment to death may be inflicted, according to the warrant constituting each court.

### *Commission of Inquiry*

A comprehensive inquiry into the working of the Native Courts was begun in 1950 under the Chairmanship of Mr. N. J. Brooke, a former Puisne Judge of the Supreme Court of Nigeria.

### *Law*

The law applied in the Supreme Court and Magistrates' Courts is that in force in England on 1st January, 1900, as modified by local legislation and by Imperial Acts extending to Nigeria. The courts may apply such native law as is not repugnant to natural justice, equity and good conscience, or to any other law for the time being in force, and must do so where the parties are natives, unless it appears that the transaction was one intended to be governed by English law, or was one unknown to native law.

The law administered in a Native Court is the native law and custom prevailing in the area of the court's jurisdiction, together with any subsidiary legislation enacted by a Native Authority and in force in the same area, and such ordinances as the court may be authorised to enforce by order of the Governor. Muslim law is administered by the Native Courts in the Mohammedan areas of the Northern Provinces.

## POLICE

The Nigeria Police is distributed throughout Nigeria and the Cameroons in 151 police stations and sub-stations. The establishment at the end of the year was 7,321.

In the Northern Provinces a considerable part of police work is undertaken by Native Administration police forces to which officers of the Nigeria Police have been seconded to assist with organisation and training. There are no Native Administration police in the east. Native Administration police forces exist in the Western Provinces, but most police work is carried out by the Nigeria Police.

### *Recruitment and Training*

Recruitment for the Force has been satisfactory and the general standard of education continues to improve. On enlistment recruits are posted to one of the Police Colleges, at Ikeja (near Lagos), Enugu or Kaduna. Their training course lasts about six months. Over 900 recruits were successfully trained during the year.

Thirteen superior Police Officers have been commissioned from the ranks since September, 1949.



Several officers have attended the Senior and Junior Courses at the Police College, Ryton-on-Dunsmore, and four recently appointed officers concluded a seven months' training course at the Police College, Hendon, before their arrival in Nigeria.

### Crime

Statistics for common or serious types of crime were as follows :

	1948	1/1/1949—31/3/1950
<i>Cases of :</i>	<i>(calendar year)</i>	
Murder . . . . .	262	333
Manslaughter . . . . .	165	282
Burglary . . . . .	2,720	3,181
Stealing (over £5) . . . . .	6,995	10,041
Stealing (under £5) . . . . .	9,010	11,208

The value of property stolen was £347,000 in 1950 as against £279,000 in 1949 ; of this, property to the value of £43,000 this year and of £42,000 in 1949, was recovered.

### Motor Traffic

To deal with the ever-increasing traffic in Lagos and its suburbs, the Motor Traffic Unit was strengthened during 1950. Two mobile accident squads were kept permanently available and the acquisition of three motor cycle combinations enabled patrols to operate more effectively against traffic offenders. A Vehicle Testing Officer was appointed to carry out the examination of vehicles, and a much higher standard of mechanical fitness is now required before public service vehicles and lorries are allowed to operate on the roads. Traffic roundabouts were installed at two road junctions. Motor Traffic Squads operate in the Northern and Western Regions and it is hoped to establish a similar squad in the Eastern Provinces in the near future.

### Riots and Disturbances

*Gwoza District.* During March, 1950, there was an affray in the Gwoza district of Dikwa Division in the Cameroons. This unsettled district is inhabited by tribes of hill pagans who are some of the most primitive people in West Africa. During a beer-drink a man from Ngoshe village killed a man from Zeledva. The Zeledva people, with their allies, wanted to retaliate by exterminating the Ngoshe people. The Assistant District Officer, Gwoza, and an escort intervened and in a skirmish that followed police were compelled to open fire and one man was killed. A police patrol of an officer and 50 rank and file were later sent to Gwoza ; wanted murderers were apprehended, and peace was re-established.

*Aba.* In March, 1950, an illegal procession of unemployed ex-servicemen was held in Aba to protest against the payment of tax. Summonses were issued against the leaders and an extremely hostile crowd numbering between 1,000 and 1,200 formed on the day of the trial. Two hundred extra police were drafted into the area. Two

adjournments of the case were made, but the final day of the trial passed off peacefully. The three leaders were convicted.

*Tivs and Obudus.* In May, 1950, there was an affray between the Tivs of the Abaduku clan and the Obudus of the Bette clan on the borders of the Ogoja and Benue Provinces. Eighteen Tivs, including men, women and children, and one Hausa were killed, and many wounded. There were two Obudu deaths. Many Tiv compounds were destroyed but, owing to prompt administrative and police action, the situation was prevented from assuming even more serious proportions.

*Okrika and Kalabari.* In the Rivers Province at the beginning of the year, sporadic outbursts of fighting occurred over fishing rights between the Okrika and Kalabari tribes.

Mr. Justice Robinson held an inquiry into the dispute and made recommendations for settling it, but it was not possible to put them into force owing to an attack made by the Kalabari on the Okrika on 4th and 5th August. A band of Kalabari war canoes attacked Okrika fishermen at Ochokorocho and are believed to have massacred 119 Okrikas. Twenty-three bodies were recovered. Regular police launch patrols, in addition to extra police, succeeded in bringing the area back to normal.

As a result of an inquiry held into this incident by Mr. O. P. Gunning and Mr. S. O. Adebo, Administrative Officers, and Mr. G. G. Briggs, Crown Counsel, the Governor in April, 1951, acting under the Collective Punishment Ordinance (Nigeria Laws, cap 34) imposed a fine of £20,000 on the Kalabari communities involved. Of this, £12,000 will be paid in compensation to those Okrikas who were bereaved and the remainder will be used to help pay for the extra Police who had to be moved into the area.

*U.A.C. Strike.* Between 2nd August and 8th August, 1950, the Amalgamated Union of United Africa Company African Workers declared a general strike. Several incidents occurred, during which police were compelled to resort to the use of batons, as large numbers of strikers assembled and intimidated non-strikers. Forty-two strikers were arrested and 19 convicted, mostly for assault.

*Lagos Chieftainship dispute.* From 22nd August until early October constant clashes occurred in Lagos between supporters of the present Oba of Lagos and a rival house which claimed their nominee was the rightful Oba. The Police were compelled to use batons on several occasions to disperse unruly elements of both parties; on one occasion tear smoke had to be used.

*Umuahia.* On 16th October disturbances by ex-servicemen commenced at Umuahia, 27 miles from Aba. Three hundred and twenty-five police and one company of the Nigeria Regiment were sent to the area. Twelve arrests were made.

*December strike.* Between 15th and 27th December, the workers of various mercantile houses declared a strike. A number of incidents of intimidation of workers occurred requiring police intervention, but these diminished after the first two or three days, after which few further incidents were reported.

#### PRISONS

During 1950, 46 prisons were maintained by Government and 65 by Native Authorities. The establishment of the Prison Service was just over 1,400.

##### *Warders*

The conditions of service of warders have been greatly improved and there are more suitable candidates for the service than can be absorbed. One hundred and thirty-five recruit warders and 95 Native Administration warders successfully passed courses of instruction at the Warders' Training School, Enugu. The school was established in 1947, and since then 481 Government and 271 Native Administration warders have passed courses of instruction which covered a period of three months.

##### *Prison Administration*

The year was one of steady progress in prison reforms, which had been introduced earlier. Particular regard was paid to classification, earning schemes, segregation, recreation, and after-care. Progress with education was not all that could be desired, but it is hoped to appoint qualified prison teachers to all the convict prisons in 1951. Football matches and educational film shows were organised for some of the prisoners. Libraries were established in three additional convict prisons during the year, and they contain approximately four thousand volumes. The provision of books has proved a valuable incentive to good conduct among literate prisoners.

Discipline among the prisoners was extremely good during the year, and the statutory restriction on the infliction of corporal punishment for prison offences—Regulation No. 21 of 1948—introduced in 1948, has not affected in any way the preservation of discipline.

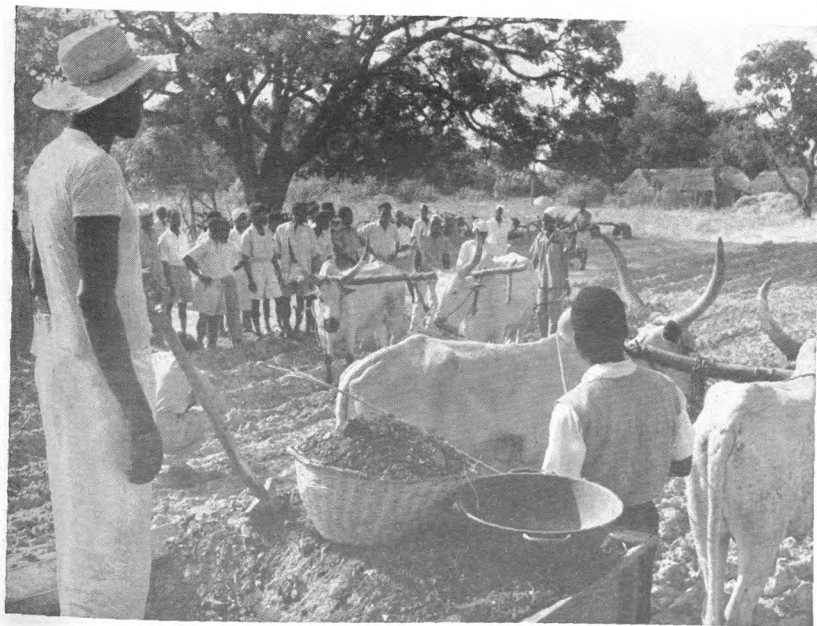
The majority of persons committed to prison during the year were first offenders and, in spite of structural difficulties in the prisons, they were separated from recidivists completely by night and to a large extent by day.

Most prisoners were employed on extra-mural work in the towns and villages, but those serving long sentences were employed on prison manufactures, which provided useful training in the common trades. Modern power driven machinery is about to be installed in the convict prison at Enugu, and the possibility of further mechanisation of prison industries is being considered.

Sixty per cent of the prison population gained in weight during the year under review. The prison dietary scale is under constant review and it is considered to be satisfactory. The first meal of the day is



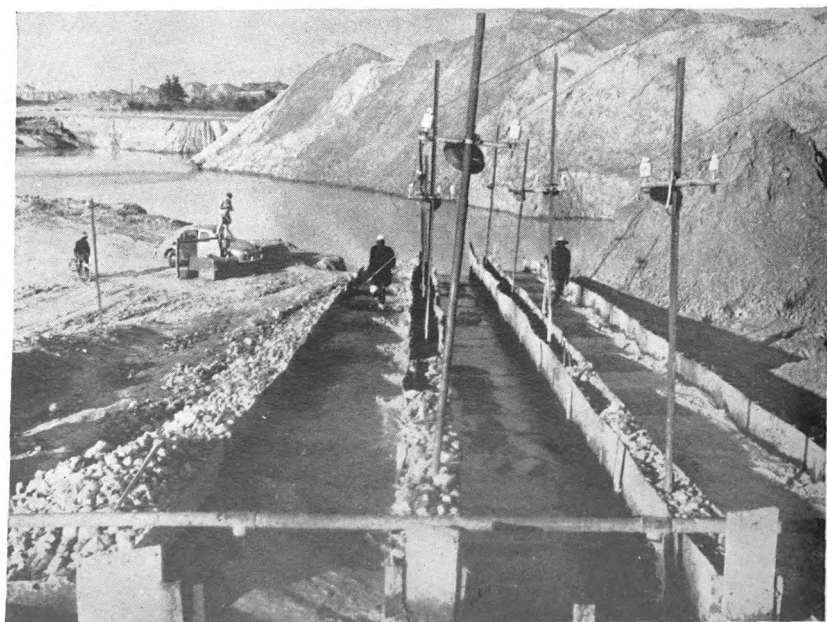
TRAINING IN MECHANISED FARMING, SAMARU



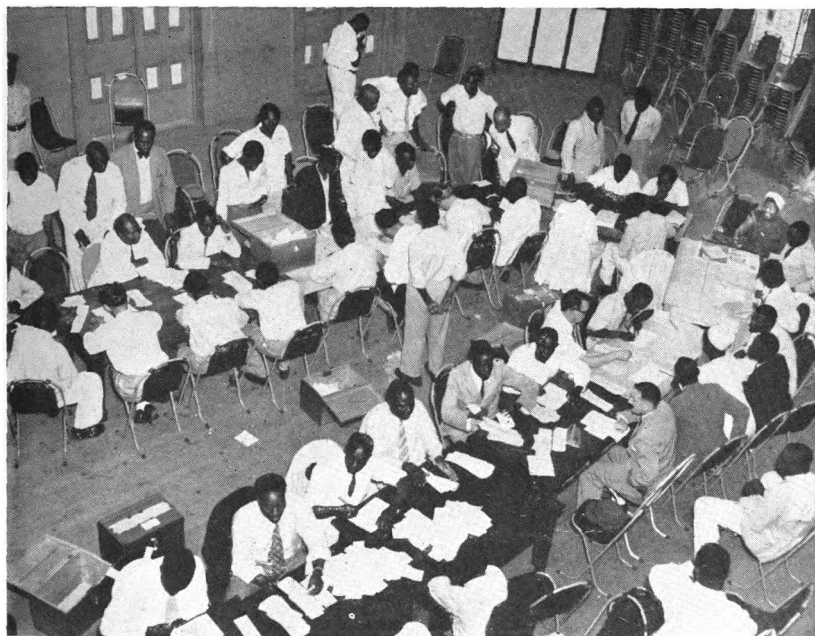
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ARTIFICIAL FERTILISERS, SAMARU



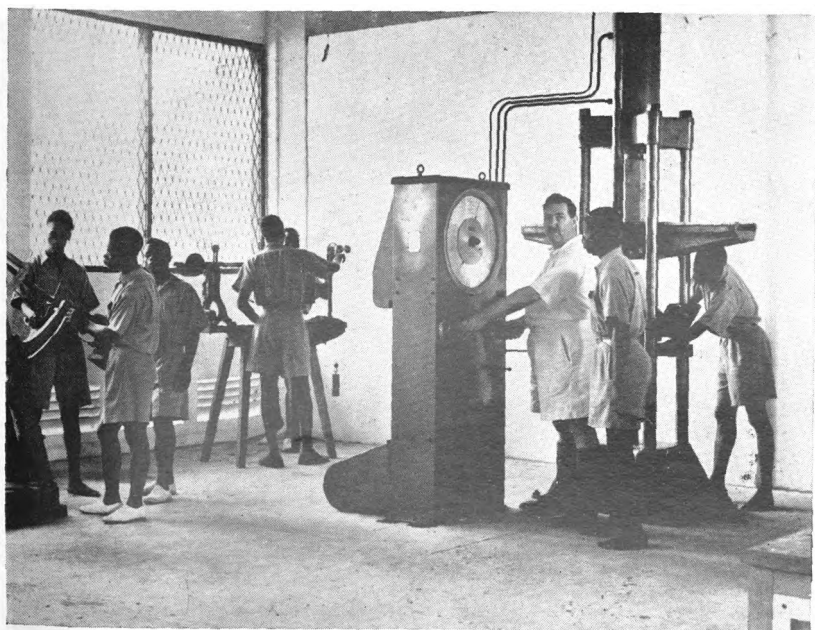
ENUGU COLLIERY



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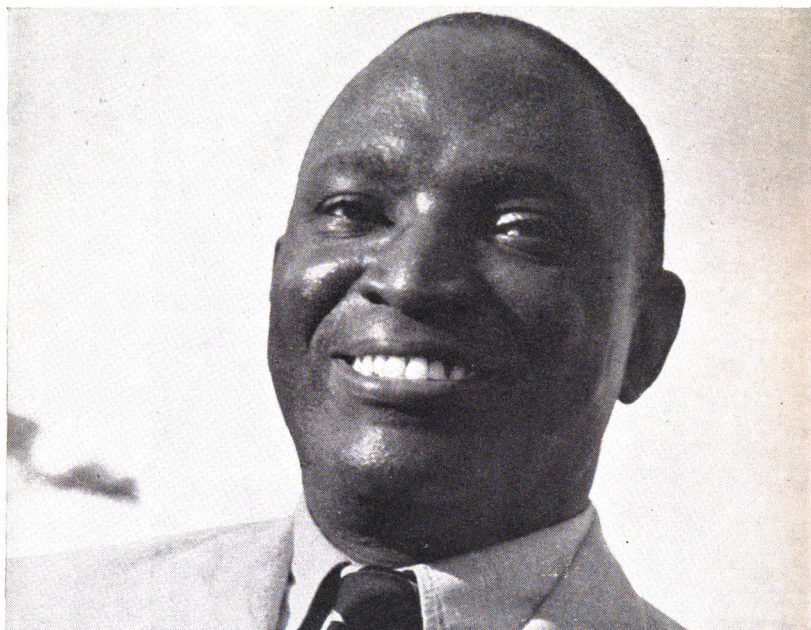


LAGOS TOWN COUNCIL ELECTIONS.  
COUNTING THE RESULTS



YABA TECHNICAL INSTITUTE





DR. S. L. A. MANUWA, O.B.E., DIRECTOR OF  
MEDICAL SERVICES



MOTHERS AT THE HEALTH OFFICE, LAGOS, WAITING  
FOR THEIR BABIES TO BE VACCINATED

light and consists of four ounces of beans and two ounces farina or four ounces whole maize flour and two ounces akara. The second and third are much more substantial and contain either meat or fish with beans, palm oil and farina.

A small number of offenders suffering from leprosy were committed during the year and they were, as far as possible, segregated. It is not, unfortunately, always practicable to transfer these unfortunate people to leprosy treatment centres, but in every case they received the normal medical treatment.

All Government prisons and 75 per cent of the Native Administration prisons were inspected by senior officers of the department during the year. With the assistance and advice of the Prison Inspectors, it was found possible to reorganise and expand the prison industries in certain large Native Administration establishments.

#### *After-care*

During 1950 the after-care organisation was improved. Funds were allocated to all officers in charge of prisons to enable them to give, through the Prison Department's five After-Care Officers, pecuniary or other aid to selected prisoners on discharge. All ex-prisoners received railway or transport warrants to their homes or places of conviction, and in many cases prisoners who had served long sentences received tools, or funds to purchase the tools, of the trades they had learned in prison. The After-Care Officers interviewed every prisoner on admission, and it was often found possible to contact relatives or friends who could provide money to pay the fines imposed in lieu of imprisonment.

#### *Young offenders*

No juveniles were committed to prison during the year, but 70 lads were admitted to the Approved School at Enugu, which is administered by the Prisons Department. On the last day of the year, the population of the school was 187; 64 were discharged in 1950. Work and play at the school are strenuous, but from all points of view they provide excellent training. The industrial curriculum includes the most important trades and, while for various reasons it is not possible to reach a very high standard of efficiency, most boys leave the school with the rudiments of the particular trade selected for them, and not infrequently follow it up after they have returned to their homes. Primary school education is considered to be just as important as industrial training, and the boys spend half of their working hours on each. There are, unfortunately, a large number of lads received who, although quite intelligent, are completely illiterate, and orthodox methods of teaching sometimes fail. Great emphasis is laid on the value of games and football, cricket and boxing take place almost every afternoon. Arrangements were made during the year for the boys to compete in these activities with those in surrounding schools, and the results were most satisfactory. During the Easter holidays the boys played a football match against a Warders' Training School



team and won it by six goals to nil. Two well known athletes, Mr. O. Chukwura, of the Nigerian touring football team, and Mr. B. A. A. Guobadia, who took part in the recent Empire Games in New Zealand, visited the school at the invitation of the Principal, and addressed the boys in the concert hall. They were greeted with much enthusiasm.

The experiment of granting home leave to selected boys has continued and the results have been so satisfactory that it will be extended next year. Through the courtesy of the respective departments, parties of boys visited places of interest with education value such as the Government Printing Works, the Collieries, Radio-Diffusion Headquarters, and the Technical Trade School. Lectures and educational films were provided by the British Council and much appreciated. Membership of the School Scout Troop is regarded as a great privilege, and the lads' efficiency and enthusiasm are equal to those of scouts in more fortunate circumstances.

## Chapter 10: Public Works and Utilities

### WATER SUPPLIES

#### *Urban*

The Development Plan recognised that one of the prerequisites for improving the health of the people was the provision of better water supplies and during 1950 encouraging progress was made towards this long-term end. In urban areas the Minna supply is now completed, but unfortunately its first year of operation coincided with an unusually late and short wet season. The schemes for Sokoto, Kaduna, Abakaliki, Onitsha and Warri are nearly completed. Progress has been made with the improvement of the Lagos water supply, but has been delayed as special pipes and fittings have not yet been delivered. The large supplies for Ilorin and Oshogbo-Ede are both in hand under contract. The Ilesha and Maiduguri schemes have started.

The total urban population dealt with by the schemes undertaken or planned during 1950 numbers approximately 880,000.

#### *Rural*

In the financial year 1949-50, 1,129 water points were provided in country districts. The total depth of wells sunk during the year was 57,000 feet and of boreholes 5,000 feet. The target of the Ten Year Plan of Development is 1,500 water points a year.

A start was made with deep drilling in Bornu, under contract, and a depth of over 3,300 feet had been reached by the end of 1950. If neither the base complex of the Chad Basin nor water has been reached within the contract depth of 4,000 feet it is proposed to continue drilling and an extension of the contract is being arranged accordingly.

## ELECTRICITY

Legislation establishing a new Electricity Corporation to take over the 10 electricity undertakings owned by the Nigerian Government and certain others was passed during the year. Mr. J. Houston Angus was appointed chairman and the inaugural meeting of the Corporation took place in Lagos on 15th October, 1950. The financial arrangements necessary for the change-over from the old Government Electricity Department took longer than was anticipated and the vesting date of the new Corporation was postponed to 1st April, 1951.

Meanwhile, the Electricity Department continued its work. This included plans and orders for the new 75,000 k.w. steam power station at Lagos, which is still short of power, and similar work on the new 20,000 k.w. power station at Enugu. Hydro-electric stations are being constructed at Njoke on the Victoria-Kumba road, to serve the Southern Cameroons plantations area, and at Kafanchan in the north. Consideration is being given to the possibilities of developing hydro-electric power on a large scale on the upper Ogun River in the Western Provinces and at the Shiroro Gorge, near Minna.

## BROADCASTING

*The new services*

Nigeria will shortly have a broadcasting service of its own which will cover the whole country and be heard overseas. There will be a central national short-wave transmitter at Lagos, and regional short-wave transmitters at Kaduna and Enugu. There will probably be medium-wave transmitters as well at Lagos, Ibadan and Kano. The plans for the new services will be carried out in stages, but it is hoped that the installation of the central short-wave transmitter will not be long delayed. The British Broadcasting Corporation has seconded Mr. T. W. Chalmers, former Controller of their Light Programme, to run the new services, and he arrived in Nigeria during January, 1951. Engineers and other key staff have also been seconded by the Corporation.

*Radio Nigeria*

Meanwhile the broadcasts of "Radio Nigeria" from Lagos which started in 1949 continued. They were organised by the Public Relations Department and are sent out on a transmitter provided by the Posts and Telegraphs Department. Although much of the equipment is improvised and reception is poor in some areas, the broadcasts have been heard in many parts of the country and have been popular. The pioneering work done by the station, including some listener research, has provided valuable information for the new broadcasting services.

*Radio re-diffusion*

There are now 12 radio-wired re-diffusion services in the larger

towns, with some 10,000 subscribers. These popular and useful services allow subscribers to listen in to home and overseas programmes without radio receivers of their own ; their only drawback is that they are sometimes distributed by lines running near telephone lines and add an unwanted background to telephone conversations.

#### GOVERNMENT BUILDING

The Public Works Department constructed a large number of important new buildings during the year. Their value was about £1,500,000 and they included almost every type of building, from the new Central Legislative Council Building and the three Regional Houses of Assembly to houses for junior members of the Civil Service.

In Lagos the most important buildings under construction were :

- (a) The Legislative Council Chamber, Library and Offices. The whole building is to be air conditioned.
- (b) The new Headquarters building for the Posts and Telegraphs Department.
- (c) A six-storeyed block of offices in Broad Street. This will be the tallest building in the town and will have three lifts.
- (d) Police Barracks, Obalende. Ten blocks of three-storeyed flats have been completed.
- (e) The new headquarters building for the Meteorological Department and the offices of the West African Airways Corporation at Ikeja (Lagos Airport).

Outside Lagos the most important buildings constructed were the Regional Houses of Assembly at Kaduna, Enugu and Ibadan.

Other works included :

- (a) Schools at Ughelli, Ede, Umuahia, Ibadan (still in hand) and at Zaria (completed). These schools will accommodate 1,600 pupils.
- (b) Hospitals at Shagamu, Akure, Onitsha, Bamenda, Ogoni, and Birnin Kebbi (practically completed) and Sokoto, Mubi, Benin and Warri (progress less advanced). These hospitals will have 1,000 beds.
- (c) Probationary Nurses Training Centre at Aba. Another is being built at Kano. Health visitors school at Ibadan.
- (d) Trypanosomiasis laboratories at Kaduna and Vom.
- (e) New buildings for the Oil Palm Research Station in Benin Province. A new extension to the forestry laboratories at Moore Plantation, Ibadan. New Agricultural School buildings at Samaru.

Building costs have continued to rise and difficulties over the supply of imported materials, notably cement, have recently delayed progress. The standard of construction in 1950 varied widely but at times surpassed the best achievement of past years. As the artisan staff acquire experience and skill, full use is made of more advanced techniques, including the use of reinforced concrete.

## Chapter 11 : Communications

### ROADS

THE road system of Nigeria, already of fundamental importance to both internal and external trade, has been steadily extended since the war years. The mileage of roads is as follows :

<i>Government Maintained Roads</i>				
Bituminous surface	.	.	.	906 miles
Gravel or earth surface	.	.	.	6,160 "
<i>Native Administration Roads</i>				
Bituminous surface	.	.	.	20 "
Gravel or earth surface	"	.	.	20,666 "
<i>Townships</i>				
Bituminous surface	.	.	.	98 "
Gravel or earth surface	.	.	.	192 "
Total				28,042 "

This is 1,800 miles greater than in 1949.

The roads are usually 10 feet to 14 feet wide, with two 5 feet wide verges ; this is sufficient for average traffic, but on the busiest roads widening is becoming necessary. Much thought has been given to the problem of providing a sound but cheap water-proof road surface and the thin coat bituminous surface on a stabilised foundation has, in general, proved a sufficient answer. There are now over 1,000 miles of roads surfaced in this way.

Brief notes are given below of the most important road construction work undertaken in 1950 :

*Lagos—Ikorodu Road.* This short but important link of 13 miles will open up a direct route from Lagos to Ibadan and the east. The terrain is most difficult, with much bridging and embankment over a soft mud swamp of great depth. The six bridges on the road (totalling nearly 800 feet in length) have been completed and the road is expected to be motorable in 1951, but it will not be opened to heavy traffic until it has been fully consolidated and provided with a bituminous surface throughout.

*Ijebu-Ode—Benin Road.* This continuation of the new arterial road from Lagos to the east runs through heavily forested country, much broken by rivers and streams. The Oshun bridge (422 feet long) is almost completed, work has been started on the still larger Shasha bridge, and good progress made with the road between. At the eastern end much work has been done between Benin and the River Osse.

*Dahomey Road.* Work is continuing on the provision of a bituminous surfacing and the replacement of the timber bridges. Work on the siting and design of the Ajilete bridge is proceeding, but this will be a difficult project owing to the nature of the river bed.

*Mokwa—Kontagora Road.* This road, 89 miles long, provides a new north-south route which avoids the Kaduna river ferry at Bida. It will be opened to all-season traffic in 1951 and will form part of the main trunk road to Kano.

*Yola—Wukari Road.* (234 miles). Construction is now approaching Jakingo, 105 miles from Yola. The Jamtari, Faran, Lamja and Kunini bridges, totalling 623 feet, are all completed. Work is starting on the Mayo-Belwa bridge. The branch road, including two more major bridges, to Jada, will be finished in 1951.

*Kano—Eastern Road* (106 miles). The Foggo bridge (1,169 feet, the longest in Nigeria) is being constructed under contract by a well-known firm, which will also construct the remaining six bridges on this road (totalling 1,300 feet). The road should be open for all-season traffic by 1952. Road construction is being completed departmentally and it is intended to provide a bituminous surface throughout.

*Zaria—Kano Road.* Twenty miles of new road have been made including a bridge 160 feet long. It is hoped to construct another 40 miles in 1951.

*Minna—Paiko—Abuja Road.* The Chanchagga bridge (325 feet long) has been completed.

*Bansara—Mamfe Road* (108 miles).. This road, which forms part of the trunk road to the Cameroons, is now nearly complete, except for major bridges, some of which involve exceptional difficulties.

*Calabar—Mamfe Road* (104 miles). This road links Calabar with the Cameroons and the Bansara—Mamfe Road and runs through very hilly forest country. There still remains a gap of about six miles to complete.

*Sombreiro Bridge* (Ahoada). The Sombreiro Bridge, 300 feet long, has been completed.

*Feeder Roads.* The construction of feeder roads was continued all over Nigeria, in collaboration with Administrative Officers, and with the help of Native Administrations. A typical example is the Bamenda "Ring Road," 130 miles long, which will assist materially in developing the Southern Cameroons.

*Surfacing.* One hundred and six miles of bituminous surface were provided on the following roads : Ibadan—Akure, Benin—Asaba, Onitsha—Owerri—Aba—Oron, Port Harcourt—Aba, Kano—Katsina, Jos—Maiduguri, Funtua—Yashe, Gusau—Sokoto, Kano—Eastern

Road, Kaduna-Zaria and Otta-Dahomey. A bituminous surface is required on any road where traffic reaches 100 vehicles a day.

### RAILWAY

The Nigerian Railway is at present a Government system. Plans for the creation of a statutory corporation to run the railway are being considered. There are over 2,200 miles of lines, the main sections being the north-western line from Lagos to Kano and Nguru and the eastern line from Port Harcourt to Enugu and Kaduna on the north-western line.

#### *Finances*

In the financial year 1949-50, Railway revenue was £6,145,000. But this revenue, though the highest yet attained, was not sufficient to meet all liabilities and there was a deficit of £125,000. It is anticipated that there will be a deficit of over £300,000 in 1950-51 and over £500,000 in 1951-52. The low workshop output in 1949-50 and 1950-51 and disappointment in connection with a class of new locomotives were main factors in causing the present unsatisfactory financial situation. The Railway has needed more traffic to increase receipts but has not had the power to move it, and the labour situation has been a delicate one.

#### *Traffic*

In spite of these difficulties, 1,774,000 tons of freight including coal were handled in 1949-50. As has been mentioned earlier in this report, the 1949-50 groundnut crop was poor and all groundnuts, including stored nuts from previous seasons, were railed before the new season began. During 1949 an investigation into the operating problems of the railway was undertaken by Mr. H. F. Pallant, from British Railways. A number of the recommendations made in the report which he made have since been carried into effect.

#### *Train Services*

Eighteen new modern third-class coaches and six third-class canteen cars were put in service during 1949-50 and have been very popular. The canteen\* coaches are used on the long distance runs, during which third-class passengers have had till now to depend on food sellers at train stops.

#### *Railway Extension*

Serious consideration had been given in 1949 to the possibility of extending the Railway from Nguru to Maiduguri, the headquarters of Bornu Province, to assist the development of the Bornu plains. During 1950 the alternative of building a new road or improving one of the existing roads into eastern Bornu was considered, but no decision had been reached at the end of 1950.

\* The word "canteen" has been used by the Nigerian Railway to describe these coaches as it is much more widely understood in the country than "buffet."

*Civil Engineering*

The relaying of the line between Zaria and Kano with 60 lb. standard track was completed in December, 1950. Locomotives with a 13-ton axle-load can now operate anywhere between Lagos, Kano and Port Harcourt. Bridges have been strengthened to suit the heavier track. The need for economy has delayed the badly needed rebuilding of the Lagos terminus (Iddo) and of some other main stations.

## SHIPPING

*Services*

Elder Dempster Lines maintained a regular three-weekly ocean mail service between Lagos, Takoradi, Freetown, Las Palmas and Liverpool. They also have a small passenger vessel operating between Lagos and Cape Town, and frequent cargo and intermediate services connecting Nigeria with Canada, the United States, the United Kingdom and Europe. Three United States shipping firms maintain regular connections between Nigeria, the Belgian Congo, Loanda and the U.S.A.; French and Dutch firms also provide cargo and passenger services. The United Africa Company and John Holt and Company have regular intermediate freighters trading between the United Kingdom and Europe and West African ports.

Government vessels maintained a weekly sailing between Lagos and Port Harcourt, and fortnightly sailings connecting Lagos with Calabar and Victoria. Regular coastal services are also operated by Elder Dempster Lines, United Africa Company and Samuel Hough and Company.

*Port Traffic*

The two chief ports are Lagos and Port Harcourt, at both of which pilotage is compulsory. Constant dredging is required not only at Lagos but also at the Escravos Bar, giving entrance to the delta ports of Burutu, Sapele and Warri.

Shipping figures at Lagos and Port Harcourt show a marked increase over previous years. At Lagos alone, nearly 2½ million tons of shipping entered the port during the year. Congestion was experienced at many of the Nigerian ports during the first three months of 1950, but by concentrating on import cargoes and staggering exports, the situation had greatly improved by June. It has long been realised that the present port facilities, especially at Lagos and Port Harcourt, are inadequate to deal with post-war shipping, and plans are well advanced for expansion. A new coaster wharf has been completed by the Marine Department below the Government Oil Wharf in Lagos, and early in 1951 work is commencing on the main Apapa Wharf and adjoining shed space. With the provision of more deep-water berths in the harbour, accommodation will be provided for six additional ocean-going vessels when the work is completed.

## AIR SERVICES

Air traffic continued to increase during 1950.

*Oversea Services*

The British Overseas Airways Corporation withdrew York aircraft on the United Kingdom-West Africa service and introduced Hermes aircraft on the United Kingdom-West Africa and South Africa services, both operating through Kano. There are now seven services a week in each direction between Kano and London and for several months during the year an additional weekly service was required in order to carry the extra traffic from London. There has been a gratifying increase in revenue at Kano Airport entirely due to the activities of international operators.

*Internal Services*

The West African Airways Corporation operates extensive services within Nigeria. De Havilland Doves continued in use for these services, and for that to Accra, and Bristol Wayfarers for the service to Khartoum, via Lagos and Maiduguri. Bristol Wayfarers are also used for the portion of the Lagos—Dakar service between Accra and Dakar. During 1950 a new cheap service was introduced to Accra by Bristol freighters; the service operates once a week each way and the single fare to Accra is £4. Similar cheap services were introduced to Port Harcourt—the "Eastern Flyer"—and to Ibadan, Jos and Kano—the "Hausa Flyer"—in early 1951.

*Runways*

A new runway at Lagos Airport was almost completed in 1950 and preliminary work begun on a new runway at Kano. The runways at Calabar and Tiko are being hardsurfaced, the runway at Mamfe has been extended and work begun on hardsurfacing of a runway at Sokoto.

*Department of Civil Aviation*

During 1950 a separate Department of Civil Aviation was formed. One of its first tasks has been to review existing aeronautical facilities, particularly those concerned with aircraft and personal safety. A great deal of the equipment in use today was taken over from the Royal Air Force at the end of the war and has now reached a state where early replacement is necessary. Urgent consideration is being given to the telecommunications requirements of the air traffic control service, which has extensive commitments to international traffic.

*S.A.A.T.C.*

Civil aviation cannot be considered as a purely domestic activity. Nigeria is situated in a strategic position on the international air routes and, in consequence, has to fulfil certain international obligations. During the year Nigeria became a member of the Southern Africa Air Transport Council and was represented at the first meeting held early in 1951.

## POSTS AND TELEGRAPHS

*Postal Services*

Nigeria has over 140 post offices and over 480 postal agencies.



During 1950 postal business continued to expand and several new post offices and 44 new agencies were opened.

In the Southern Cameroons post office vans have replaced an unsatisfactory private mail contract service, and in March a regular two-day service for exchange of mails was started between Victoria, Tiko, Kumba, Buea, Mamfe and Bamenda.

During the year a second class airmail service was introduced between Nigeria, the United Kingdom and other West African Colonies and an air parcel service between the United Kingdom and Nigeria was inaugurated on 26th May, with reciprocal facilities, commencing on 1st July. These new services were fully used by the public, particularly at Christmas. Nigerian internal air mail services continued during the year to be carried for 1*d.* a  $\frac{1}{2}$ -oz., and though this was increased to a minimum charge of 1 $\frac{1}{2}$ *d.* after the 1951 Budget, they are still among the cheapest in the world.

### *Telegraphs*

New wireless telegraph circuits were installed between Lokoja-Kaduna and Enugu-Mamfe-Bamenda-Makurdi. Common rates for telegrams to Commonwealth countries were introduced on 1st June.

### *Telephones*

The first automatic telephone exchange in Nigeria was opened at Port Harcourt in November. It is hoped to make the Lagos telephone system fully automatic by 1953.

A new telephone exchange was opened at Birnin Kebbi, and extensions to existing exchanges at Ibadan, Minna, Benin, Oshogbo and Enugu were installed. There are still many intending telephone subscribers on the waiting lists, but the rate of installation was speeded up during the year.

### *Aeradio Services*

Very high frequency direction finding equipment was installed at Maiduguri, Kano and Ikeja (Lagos airport), and new navigational beacons were provided at Okitipupa and Makurdi. The power of existing beacons at Sokoto, Ibadan, Enugu, Kaduna, Benin and Bida was increased.

Air to ground radio telephony for aerodrome control was installed at Ibadan, Kaduna, Enugu and Benin.

### *Telecommunications Development*

During the year the following circuits providing both telephone and telegraph facilities were completed: Kano-Katsina, Warri-Ughelli, Akure-Ondo and Itu-Arochuku.

A new improved trunk telephone service has been opened between Lagos and Enugu and early in 1951 a similar trunk service was opened between Lagos and Kaduna.

### *Post Office Savings Bank*

Savings bank business has continued to expand slowly, but there were unexpectedly heavy demands for withdrawals in 1950:

	1949	1950
<i>Savings Bank</i>	£	£
Deposits . . . . .	1,412,393	1,478,016
Withdrawals . . . . .	808,737	1,069,120
Balance standing to the credit of depositors at the close of the year . . . . .	2,683,834	2,918,142

Powers-Samas accounting machines, for the mechanisation of the savings bank accounts, arrived in Nigeria at the end of the year.

#### *Headquarters Building*

In early 1951 the Posts and Telegraphs Head Office moved from the small and inconvenient building in which they were housed during 1950 to a new and large headquarters constructed for them by the Public Works Department.

## Chapter 12 : Art, Literature and Sport

### ART

Mr. Ben Enwonwu, the Nigerian sculptor and painter, visited both the United Kingdom and United States during the year and held exhibitions of his work. There were exhibitions at Lagos of carving, woodwork, sculpture and painting by local artists for the first and second Nigerian Festivals of the Arts held in March, 1950 and 1951. These Festivals, which have been held owing to the initiative of a few Government officials and private citizens in Lagos, are designed to encourage artists and writers all over the country. They were both successful and should do much to discover artistic talent in Nigeria and improve standards of taste and achievement. Exhibitors at the Festivals included Mr. Akeredolu, whose miniature thorn-wood carvings are already well-known outside Nigeria to those interested in West African art.

In September, Dr. William R. Bascom, of North Western University, Evanston, Illinois, generously presented to the Oni of Ife two bronze heads which he had purchased when in Nigeria in 1938. These heads, together with other Ife antiquities discovered at the same time, were described by Sir Kenneth Clark as the outstanding art discovery of the present century. Dr. Bascom had arranged during the years while they were in his possession for them to be exhibited at many universities and art exhibitions in the United States and had done much to make these works of Nigerian art better known on the American continent.

### LITERATURE

The outstanding book of Nigerian interest published during the year was the seventh volume of Dr. D. A. Bannerman's *Birds of Tropical West Africa*. There is still one volume to come of this great

work, which Dr. Bannerman started twenty years ago. Other interesting books on Nigeria published during the year included Dr. G. Parrinder's *West African Religion* (with studies of the beliefs of the Yoruba), Mrs. J. Wheare's *The Nigerian Legislative Council*, Mrs. I. Ryan's *Black Man's Country*, and a historical novel, *Swelling of Jordan* by Ellen Thorp. There was some interesting work by young Nigerian poets during the year. A Nigerian student at Cambridge, Mr. Adeboye Babalola, published some of his metrical translations of Yoruba poetry in *African Affairs* and these were also broadcast by the B.B.C. Another young Nigerian, Mr. David Carney, won the prize for the outstanding performance of the 1951 Nigerian Festival of the Arts with a poem which, with his permission, is reproduced below.

#### WRITTEN AT THE VICTORIA BEACH, LAGOS

How pleasant at the close of day  
to spend a quiet hour beneath the trees,  
to watch the homing sun adorn the west,  
the golden shafts fall piercing through the leaves,  
the careless strollers 'leased from the day's toil  
disport themselves along the beach,  
while from beyond comes floating on the breeze  
the boundless ocean's swelling roar  
as billow rides on billow to the shore  
and spends its force upon the sands.

In such surroundings comes the pleasant mood  
wherein, in meditation wrapt, my thoughts  
are swaddled in tranquility :  
the very air holds peace,  
such peace, as felt, doth stimulate the soul to prayer  
(as yonder man bent double on the sands  
pours forth before the wat'ry throne),  
and steels the mind and nerves the drooping spirit on  
to bear anew life's burdens.

The sea breathes balm caressing to the mind,  
dispels the sorrows of a transient day :  
deep, soothing, healing—e'en to minds disjoint  
it gives a poise the while  
brief sanity, relief from pain.

In all this blissful scene the restless waves  
like to the spirit of man, are ne'er at peace,  
laid out beneath the dome of heaven  
vast and deep, the sacramental witness  
of th' incomparable Spirit shadowing all.

Great Spirit! fain would I fly to thee  
the magnet of humanity, the centre of our hopes and fears!  
What prayers hast thou not heard, what pinings sore!  
Dost thou remain unmoved at all,  
impervious like the face of heaven?  
Or dost in sympathy communicate  
in all our hopes, our wants, our fears,  
vibrate like yonder restless waves.

#### THE FIELD SOCIETY

The Nigerian Field Society continued to flourish and during 1950, the twentieth year since its foundation, there was an appreciable increase in its membership which now numbers approximately one thousand Fellows. The Society embraces a very wide field of interest covering botany, zoology, anthropology, sport and many other aspects of Nigerian life. Although in some of the larger centres regular meetings take place, for the majority of Fellows the Society is represented by its quarterly journal, *The Nigerian Field*, a well illustrated publication, with a very high standard of production in which a large number of contributions to the knowledge of Nigeria have been made which otherwise would have had no medium of expression.

#### Nigeria MAGAZINE

This magazine, which is issued quarterly, increased in popularity in 1950 and the 16,000 copies of each issue printed were quickly sold at 1s. each. The magazine, which is excellently produced, should be more widely known overseas than it is, since it contains both articles and pictures of interest on practically every activity in Nigeria except politics.

#### SPORT

The Nigerian people are keen on many kinds of sport, and athletics, football, boxing and horse-racing all attract many entrants and are watched by large crowds. Standards in many sports are already high and are rising; they should be further improved by the International Olympics Association's decision to recognise Nigeria as eligible for participation in the 1952 Olympic Games. A note on Nigerian sport in 1950 by Mr. C. E. Newham, President, Nigerian Olympic and Empire Games Association, is given in Appendix G.

## PART III

### Chapter 1 : Geography and Climate

NIGERIA is situated on the west coast of Africa on the shores of the Gulf of Guinea, and is entirely within the tropics. It is bounded on the west and north by French territory and on the east by the former German Colony of the Cameroons, a small portion of which is held by the United Kingdom as Trust Territory. This is administered as an integral part of Nigeria. The total area of the territory, including the area of the Cameroons under United Kingdom trusteeship, is 372,674 square miles.

Along the entire coastline of Nigeria lies a belt, from 10 to 60 miles in width, of mangrove swamp forest intersected by the branches of the Niger Delta and other rivers, which are interconnected by innumerable creeks. The whole constitutes a continuous waterway from beyond the western boundary of Nigeria almost to the Cameroons. North of this region is a zone from 50 to 100 miles wide of tropical rain forest and oil-palm bush, which covers the greater part of the central and eastern provinces of the south. Beyond this the vegetation changes, as the elevation rises, from open woodland to grass savannah, interspersed with scrubby fire-resisting trees ; this covers the greater part of the Northern Provinces, except the extreme north, where desert conditions prevail. Nigeria possesses few mountains except along the eastern boundary, though parts of the central plateau rise over 6,000 feet above sea level. In addition to the Niger and Benue which, during the rainy season, are navigable by steamers as far as Jebba and Yola respectively, there are various important rivers, of which the Cross River is the largest. Except for Lake Chad in the extreme north-east there are no large lakes.

In a country of this size the physical conditions vary greatly from one area to another. The very great extent of what is now the Niger Delta has gradually taken its present form in the course of centuries, owing to the quantities of sand brought down by the River Niger itself from its upper reaches, and which have pushed the sea further and further back. Mangrove-trees flourish in this shallow water and act as a cementing influence, but there is little solid land, and until the zone of tropical forest is reached farther to the north almost nothing is produced, the people living by fishing and trade.

Farther inland the belt of tropical forest varies from 50 to 100 miles in width, and contains not only an abundance of oil-palms, but also mahoganies, iroko and other valuable furniture woods. Very serious inroads have been made into the virgin forest by centuries of shifting cultivation, and the bulk of vegetation consists of secondary growth, many different species growing together in the same area. There is

a considerable amount of cultivation in the forest zone, but few signs of this are visible from the roads, since it takes place in clearings usually screened by thick bush.

North of the forest belt the country gets more and more open, until in the extreme north it approximates closely to desert conditions. One remarkable feature of the Northern Provinces is the Bauchi Plateau, which rises in places to heights of 6,000 to 7,000 feet above sea level.

The River Niger enters the territory from the north-west, and is joined by its principal tributary, the Benue, at Lokoja, about 340 miles from the sea. From here it flows due south into the Delta area, which extends along the coast for over 100 miles and for about 140 miles inland.

Although Nigeria lies entirely within the tropics, the climate of its northern region is, in fact, more nearly of sub-tropical than of tropical type, for there is a long dry season from November to April, when there is considerable diurnal variation of temperature, and the harmattan wind blows from the desert laden with fine particles of dust.

The climate of southern Nigeria is more characteristically tropical ; the rainy season there is long, and the relative humidity and temperature vary comparatively little throughout the year. It would be a mistake to assume, however, that the climate of Nigeria in any given year could be predicted with any precise accuracy. In 1946 in large areas of the Southern Provinces there was a long drought in the months of June and July, when rainfall is usually at a high level. The normal annual rainfall, however, varies from upwards of 150 in. at Akassa, Bonny and Forcados to under 25 in. at Sokoto and Maiduguri. Mean temperatures are naturally higher in the arid areas of the north, and a maximum of over 110 degrees is not uncommon at Maiduguri, whereas in Lagos it does not, as a rule, greatly exceed 90 degrees.

## Chapter 2 : History

### (a) EARLY HISTORY

NIGERIA has been described as "an arbitrary block of Africa." Its ancient history is largely lost in the mists of legend and little accurate data are now available. The interior first became known to Europeans in the first half of the nineteenth century. All that can be stated with certainty is that at this time the open country was, and had been for a considerable period, inhabited by peoples of Negroid and Berber stock. In many parts of the forest zone, on the other hand, which stretches in a belt from 50 to 100 miles wide running laterally from west to east along the northern fringe of the coastline creeks, there dwelt a number of negro tribes with a more primitive social organisation and a lower standard of life. There were over 100 small tribes of the

Bauchi Plateau, these probably being part of the original inhabitants of the territory who took refuge in this broken hilly country when successive waves of conquerors pressed their fellows southwards to the sea.

At the time of European penetration of the country the tribes with the most advanced social and political organisation were the Yorubas and the Binis in the south and the Hausa, Fulani, Kanuri and Arab tribes in the north. Tribal tradition holds that the Yorubas originated in Ile Ife, where God first created man, and although the extent of the territory under the direct control of the Oni of Ife was seriously curtailed in the nineteenth century Yoruba civil wars, Ife is still recognised as the spiritual headquarters of the race, and the Oni enjoys a position of peculiar influence as the custodian of the tribal relics. What is certain is that the Yorubas were established in the territory they now occupy at a fairly early date. Their precise origin is not known, but anthropologists have thought it probable that they were not of negro blood, having acquired their present physical characteristics largely by intermarriage with the indigenous negro population.

Up to the beginning of the nineteenth century, the Yoruba kingdom occupied a large area which may at one time have extended from the Niger as far even as Accra and thus have included the greater part of what is now Dahomey. Certainly tribute was collected from Dahomey until as late a date as 1817. Over this wide area, occupied by a number of different clans founded by descendents of Oduduwa, the first Oni of Ife, the Alafin of Oyo had probably risen to a position of practical suzerainty which he exercised, with a varying degree of success, over a long period. The nineteenth century, however, saw the complete disintegration of the Yoruba Kingdom. Trouble with the Fulani to the north resulted in the sack of Oyo and the establishment of a Fulani emirate in what had been one of the richest of the Yoruba Provinces. Central authority, probably never very strong, collapsed and the Yoruba clans entered on a period of civil war which, fanned by the necessity of meeting the insatiable requirements of the lucrative slave trade, was to last intermittently for nearly 70 years.

The dangers of war were probably responsible for the establishment of the Yoruba colony of Lagos, since the first settlement in the neighbourhood was at Ebute Metta on the mainland, the inhabitants moving first to Iddo and then to Lagos inland, as conditions rendered their original site increasingly less secure. The Lagos White Cap Chiefs are the descendants of these original immigrants whose position as land owners is still recognised although a later heavy influx of Binis largely altered the character and distribution of the population, the Binis eventually becoming the dominant factor, probably as early as about 1600.

Benin had at this time become a powerful and independent kingdom. The King, or Oba, had already thrown off any suzerainty previously exercised by the Alafin of Oyo and was nominally an absolute ruler,

but the real power came to be wielded by the fetish priests who created a reign of terror maintained by wholesale human sacrifice, which was only finally overthrown by the British occupation.

Of the early history of the Hausa-speaking tribes of the Northern Provinces there is also little accurate documentary evidence, possibly through the destruction of early written records by their Fulani conquerors, though this view has been challenged by acknowledged authorities. But the pagan Hausas were certainly established over large areas of the Northern Provinces prior to the spread of Mohammedanism which, making rapid progress sometime about the thirteenth century, affected greatly their social and political organisations. These came to be based very largely on Islamic law and doctrines.

The infiltration of the Fulani people into northern Nigeria probably began on a large scale in the thirteenth century. Whilst many settled in the towns and intermarried with the Hausa population, others have retained until the present time both their pastoral habits and the purity of their racial characteristics. A quarrel with the pagan king of Gobir led in 1802 to the initiation of a religious war on the part of the Moslem Fulani under the leadership of a sheikh named Uthman dan Fodio. Out of this war grew the Fulani empire, extending over the emirates of Katsina, Kano, Zaria, Hadejia, Adamawa, Gombe, Katagum, Nupe, Ilorin, Daura and Bauchi, all owing allegiance to Uthman dan Fodio's son, Bello, the Sultan of Sokoto, as the Sarkin Musulumi or Commander of the Faithful. The independent power of this empire was finally overthrown by the British occupation, but the Fulani were able to maintain their rule for nearly 100 years, showing—in the early stages, at all events—marked administrative ability.

The Fulani empire was never co-terminous with the present Northern Provinces boundaries. A number of pagan tribes on the central plateau and in the area of the Benue valley were never brought into subjection. Foremost amongst the peoples who successfully resisted the invasion were the Kanuri of Bornu. This was largely due to Muhammed El Kanemi, who restored the position after the Sultan of Bornu had suffered a preliminary defeat by the Fulani, and went on to exercise the power of virtual ruler of the country, although the Sultan was restored to the throne as a figurehead.

The tribes of what is now south-eastern Nigeria have little or no known early history prior to the British occupation, with the exception of certain of the coastal peoples, who were long known as keen and enterprising traders. Since the establishment of the Protectorate, however, the rapid spread of education has brought great changes in a number of directions, and both the Ibos and the less numerous Ibibios now exercise an important influence on the social, economic and political life of Nigeria.

#### (b) BRITISH OCCUPATION

Neither the acquisition by the British Crown of the Colony of Lagos nor the establishment of a Protectorate over large areas of the interior



was the result of deliberate long-range planning by the Governments of the day. On the contrary, those Governments were forced by the pressure of events almost insensibly and often reluctantly into courses of action which finally resulted in the taking over of the administration of the entire territory. The events covering the whole period from the early discovery of Nigeria to the present day may roughly be set out under three heads, the period of exploration, that of penetration and finally that of consolidation of the ground won.

In the period of exploration the British were not the first in the field. As early as 1472 the Portuguese had found anchorages in the mouths of the many rivers in the Bight of Benin. They were not, however, left long in undisputed possession of the field and the first English ships reached the Bight of Benin in 1553, under the command of a Captain Windham. Then followed a chapter in the world's history on which England, in common with other nations, now looks back with distaste, only mitigated by memories of the earnest efforts later made to remedy as far as possible the wrong which had been done. The discovery of America and the establishment of Spanish colonies in the West Indies led to a steadily increasing demand for negro slaves and a cut-throat competition between the maritime nations to participate in, and to oust each other from, the lucrative business of supply. The first Englishman to engage in this traffic was Sir John Hawkins, but he was followed by many others who gained in the rough and tumble of a hazardous trade much of the experience of ships and the sea which was eventually to prove the salvation of England when the long struggle with Spain moved to its climax in the latter years of the 16th century. Professional seamen argued that participation in the slave trade fostered the growth of a prosperous and powerful merchant marine and long after, when the cause of abolition began to raise its head, the Admiralty was amongst its foremost opponents on the grounds of the serious blow which could be dealt thereby to England's essential reserve of trained seamen. It is a measure of the extent to which the horrors of the trade finally aroused the conscience of the nation that abolition was finally passed in England in the middle of a great war and in the teeth of advice tendered by the country's greatest sailors.

In the sixteenth and seventeenth centuries, however, public opinion quietly ignored the moral issues and concentrated on the material profits and the English west coast ports of Bristol and later Liverpool grew in prosperity accordingly. First the Portuguese and then the Dutch, the Danes, the Spaniards and the Swedes were successively supplanted and by the Treaty of Utrecht in 1712, the British secured a 30-year monopoly of the trade. Although the Dutch and the French maintained slave establishments at Benin until the close of the eighteenth century, it is estimated that more than half the slaves exported from West Africa during the busiest year of the trade were in British ships.

Lord Mansfield's famous ruling in 1772 in the case of James Somerset that any slave setting foot on English ground became free under the

common law was followed in 1787 by the establishment of a Society for the abolition of the Slave Trade, which finally secured the passing of an Act of Abolition in 1807. The continuous efforts made to implement the act and to suppress the trade were in a high degree responsible for the extension of British influence in Nigeria, which proceeded steadily throughout the nineteenth century.

The trade in slaves led to the ships of all nations acquiring familiarity with the numerous river mouths between Lagos and Calabar. Little was known of the interior, however, until the beginning of the nineteenth century and in particular, the source and direction of the great river which was widely reputed to flow across the continent of Africa was a complete mystery.

Foremost amongst the names of those who sacrificed their lives to solve it was Mungo Park who reached the Niger from the Gambia River in 1796, and in a second and officially sponsored expedition from Goree in 1805, sailed down the river as far as Bussa where, with the remnants of his party, he perished in the rapids.

Although absorption in the Napoleonic War acted as a bar to further exploration for a number of years, the problem of solving the mystery of the Niger was not forgotten, and from about 1816 on a number of attempts were made from various directions to establish with certitude the course of the river. Finally, Richard and John Lander succeeded where others had failed in tracing the outlet of the river to the multitude of creeks and rivers now known as the Niger Delta.

In the attempts which followed to put the Landers' discovery to practical use and to open up trade with the interior, the outstanding name in the early period is that of Macgregor Laird, and in the later that of Sir George Taubman Goldie. It became clear to the latter that some form of unity was essential if British companies were to establish themselves against the opposition both of commercial rivals and the sometimes hostile inhabitants of the hinterland and, as a result of his persuasions, the United Africa Company came into existence in 1879, being reorganised and incorporated as the National African Company Limited three years later. Legitimate trade prospered in spite of many discouragements and with little or no backing from Governments to whom imperial responsibilities in a distant and unhealthy territory had no appeal.

The Government could not remain blind, however, to the difficulties and danger to British trading interests of the international competition for spheres of influence which, in the last two decades of the century, developed into a general scramble for Africa. At the Conference of Berlin in 1885, the British representatives were able successfully to claim that British interests were supreme on the lower Niger and the British claim to a sphere of influence in Nigeria, the boundaries of which were as yet undefined, received international recognition. The Government's steps to undertake the responsibilities of efficient administration in that area known as the Oil Rivers Protectorate, which came under the loose control of a British Consul were, however,

both slow and reluctant. It was left to the National African Company, at last in 1886 granted a Royal Charter under the name of the Royal Niger Company, Chartered and Limited, to take a lead in opening up the Niger. The grant of the Charter greatly strengthened the position of the Company, the usual Government services were established and an armed constabulary was raised for the protection of the territory. By these means the Company foiled both German and French efforts to encroach within what are now the boundaries of Nigeria, and after the most serious of French threats in the western part of the territory had been successfully averted by the Company's troops under Captain Lugard (as he then was) in 1894, these boundaries ultimately became generally recognised.

It was the British Government's efforts to suppress the slave trade, however, rather than the furtherance of commercial interests, which led to the most striking changes in its relations with the peoples of Nigeria. Lagos, an important centre of trade, was attacked and conquered in 1851, but resulting treaties with King Akitoye for the abolition of the trade proved almost useless in the absence of any administrative arrangements to ensure their observance and Akitoye's death, in 1853, was followed by a long period of civil unrest. In 1861 Her Majesty's Government, therefore, reluctantly decided on the occupation of Lagos as the only effective means to the desired end. This was achieved with little difficulty and the island was created a Colony the following year. The new Colony was consolidated and its boundaries were extended somewhat in the years which followed and, in 1886 the Government felt strong enough to offer its services as arbitrator to bring to an end the latest of the Yoruba civil wars which were such a fruitful source of supply for the slave markets. The offer was accepted, peace was temporarily restored and the war camps were burnt by the arbitrators. The precedent was too good a one not to be followed by those in difficulties and an appeal was made to the Lagos Government by the Egbade peoples who were being oppressed by their more powerful neighbours, the Egbas of Abeokuta. This appeal, together with the fear of the establishment of treaty relations between the French and the Egbas, led to further expeditions into the interior and later to the appointment of a British Resident, who set up his headquarters at Ibadan. Generally the whole of Yorubaland, with the exception of the Egba state, was attached to the Colony of Lagos as a British Protectorate. The wars ceased and a great increase in prosperity, both in the hinterland itself and also in consequence in the port of Lagos was the natural result. It was not many years before the treaty of 1893 recognising the independence of Ebagland was voluntary abrogated since the authorities there found it impossible to maintain themselves in power without successive appeals for British support. In 1914 this area, too, came unreservedly under the Government of the Protectorate of Nigeria.

The large area now known as the Northern Provinces was brought under British Protection in the early years of the twentieth century, largely for similar reasons and from the same motives. Various slave-

raiding emirs carried on their activities within a few miles of the Niger Company's scattered posts and it became clear that nothing but force would stop them. One expedition naturally led to another in an area with much more close social and religious affinities than in the coastal belt and, after Government had finally taken over from the Niger Company in 1900, the time soon came when its relative strength and that of the Fulani empire had to be settled. The issue was decided far more easily than might have been expected. The Fulani were aliens and the abuses of their later rule had left them with no deep seated sympathy amongst the subject populations. First Kano and then Sokoto were defeated and occupied, the desert tribes submitted and the Fulani emirs themselves accepted the relatively easy terms of the conquerors and came formally under British protection. The terms included the abolition of slave-raiding and the recognition of British suzerainty, coupled with an assurance that the Mohammedan religion and the existing system of law would not be interfered with.

The gradual extension of Government's influence in the Protectorate of the Oil Rivers had meanwhile been taking place. In 1893 by Order in Council the Protectorate was extended over the hinterland and renamed the Niger Coast Protectorate and the following year Government found itself forced to undertake an expedition against the Jekri Chief Nana, a powerful slave trader, whose activities extended over a wide area. Benin still held aloof and an unescorted expedition led by Acting Consul-General Philips, in 1897, in an effort to establish a friendly settlement, was attacked and its members, with two exceptions, massacred. A military expedition, was accordingly despatched and Benin City was captured with only slight loss six weeks later.

In 1899 the charter of the Royal Niger Company was revoked and on 1st January, 1900, its territories came under formal Government control, compensation being paid to the Company in respect of its administrative expenses and its existing buildings and stores. The Company had added large areas of the rich hinterland of Nigeria to the British Empire and had done much to abolish the slave trade, bringing the benefits of peace and justice to peoples who had previously lived under the shadow of both unrest and oppression. Its virtual trade monopoly became, in the long run, no more defensible in principle than was the "administration at private discretion of Territories of which the defence was provided at public expenses," and the revocation of the Charter was bound to come. But recognition should be given to the great part played by the Company in the building of Nigeria.

### (c) ADMINISTRATIVE CONSOLIDATION

The penetration into and extension of British influence over the wide areas of Nigeria had, as has been seen, been carried out by three different sets of officials responsible respectively to the Colonial Office, the Foreign Office and the Directors of the Royal Niger Company. Even when the Royal Niger Company disappeared as a

governing body in 1900, there still remained three separate administrations. These were reduced in 1906 to two and the inevitability of the amalgamation of these was clearly foreseen. This came on 1st January, 1914, when the Colony and Protectorate of Nigeria was formally inaugurated under the authority of Royal Letters Patent and Order in Council. Sir Frederick Lugard, who had been appointed in 1912 Governor of both the then remaining administrations, now became the first Governor of a united Nigeria.

The period of consolidation which now followed could hardly have begun in more difficult circumstances. The first world war began in August, 1914, and Nigeria not only found it impossible to recruit much-needed staff for the administration of the territory, but some members of even such limited services as existed, left in order to play their part in the armed forces. Furthermore, the Nigeria Regiment was called upon to play an important part in the expeditions undertaken against the German colonies, first in the Cameroons and Togoland and, later, in East Africa. In all these campaigns the soldiers displayed both great gallantry and complete loyalty to their new allegiance. It was also a great tribute to the skill and tact with which Sir Frederick Lugard and his officers had handled the delicate situation in the north that not only was no advantage taken by the emirs of prevailing difficult conditions to re-assert their independence, but throughout the war they continued to give convincing proof of their loyalty to the British connection. Minor trouble broke out in various parts of southern Nigeria, due more to local administrative difficulties than to any general desire to throw off British rule. By far the most serious of these outbreaks was the Egba rising of 1918, which assumed serious proportions for a time, but was eventually suppressed without difficulty by the newly returned troops from East Africa.

In 1919 Sir Frederick Lugard, soon to become Lord Lugard, retired from the Governorship of Nigeria. To his outstanding position in its history no better tribute could be paid than the following extract from a speech to the Legislative Council on 18th March, 1946, by the then Governor, Sir Arthur Richards (now Lord Milverton) :

" In the proud record of British Colonial Administration two names stand out—those of Stamford Raffles and Lugard. Speaking in Nigeria there is no need for me to say what Lugard did in bringing order out of chaos, and in laying the foundations of the Nigeria we see today. Those who knew him personally marvelled how great a heart beat within that slender frame, and with what sure instinct he planned the administration. There is always something sad about the passing of a great man. Lord Lugard had a modesty commensurate with his greatness and his fondest hope was that he had made some contribution to the future of the Nigerian people in whose welfare his interest never flagged until the end.

" To the ordinary man the outstanding characteristic of Lord Lugard was his prodigious industry. He never took a day off ; he was at work all day and far into the night wherever he was—in Zungeru, on a launch on the Niger, in rest houses, even on leave and on the voyage to and from Lagos—and he continued to work at the same pitch right up to the end of his life. Only a man of his physical strength and tenacity of purpose could have accomplished that immense amount of detailed work, and at the same time, amid all the urgent problems, the day-to-day changes and the constant risks

of those early days, have kept in clear perspective the administrative structure which he was building up and which we and all the world know today. Yet behind all this there was no mistaking the soldier and the man of action in the alert and wiry figure of 'the Little Man' as he came to be known later on. One did not argue with his swift decisions; once made they were immovable. One of his notes, on the choice of a school site, read, 'I planted a white stick where the Superintendent's house should be'—and there it was, and is.

"It was no wonder that he inspired confidence in all those with whom he worked and that less than ten years after he had made his first adventurous journey northwards from Jebba, a stranger could travel alone and in perfect safety through a settled and orderly country, rid of the slavery which he hated, and governed, under his guidance, by the Africans in whose service he spent his life."

The war had brought great difficulties to Nigeria in the complete dislocation of world trade, but the first two years of peace were a period of unparalleled prosperity. Boom prices were paid for Nigerian produce and exports rose to unprecedented levels. The slump which followed caused great economic difficulties, but it can fairly be said that, notwithstanding a series of financial crises due to world trade conditions, Nigeria progressed steadily in the period which intervened before the outbreak of the second World War in 1939. The staff of all departments was expanded, enabling Government to extend its activities in a number of ways. Communications were greatly improved, remote areas thus being brought for the first time under effective control. Further, social amenities were widely extended and began to assume, for the first time, the functions and status of a national service. An important part in this and in the great spread of education which took place in these years was played by voluntary agencies, chief amongst which were the Christian Missions. The educational work of these bodies in particular has been of the greatest value and has been extensively encouraged by grants from Government funds. Still further progress could have been made but for the necessity of financing development wholly, or almost wholly, from Nigerian revenues. These, being dependent to a great extent on import customs duties, were subject to considerable fluctuation owing to the ramifications of international trade.

In all this period there was only one major threat to law and order in the territory. This was the women's rising which occurred in the Owerri and Calabar Provinces in 1929 and largely resulted in the destruction of the local system of government which had been set up and in the establishment of Native Administrations based more closely on the indigenous customs of the people.

#### (d) THE SECOND WORLD WAR AND POST-WAR YEARS

With the outbreak of the second World War the loyalty of Nigerians was, as in 1914, in many ways convincingly demonstrated. Recruits for the armed forces greatly exceeded the number which could be absorbed, and money was generously subscribed for war purposes. An expeditionary force was despatched to Kenya, including many veterans of the East Africa campaign of the previous war, and after

assisting in the occupation of Abyssinia, returned to man the frontiers of Nigeria, the Gambia and Sierra Leone against possible invasion from Vichy-controlled territory. In October, 1943, and April, 1944, the 81st and 82nd (West Africa) Divisions left for Burma, where they played a prominent part in the Arakan, and units of the Nigerian 3rd Brigade were included in General Wingate's special force operating behind the Japanese lines in Central Burma.

Meanwhile, in Nigeria, vigorous efforts were made to increase the production of essential export commodities. With the loss of Malaya, Nigeria became the chief source of tin for British war factories, while groundnuts, palm oil and kernels were in urgent demand to maintain fat supplies.

Although it is impossible as yet to see the crowded events of the post-war years in perspective, it is obvious that the political, economic, and social progress of Nigeria since 1945 has been swift. On 1st January, 1947, a new Constitution was introduced. An enlarged Legislative Council was set up with a majority of unofficial members and was empowered to legislate for the whole country, instead of only the south. Regional Houses of Assembly, with unofficial majorities and a House of Chiefs in the north were also established, with important advisory and financial functions. Another constitution which will give Nigerians a yet greater share in the control of their affairs will be coming into force very soon. The Central Legislature will be composed, like the new Regional Houses, almost entirely of Nigerian elected members, and the Regional Houses will be able to legislate. There will be a Council of Ministers with a Nigerian majority drawn from the House of Representatives and similar Regional Executive Councils. These Councils, with their Nigerian majorities, will have the responsibility of formulating Government policy and directing executive action.

The most important economic developments have been the preparation and carrying-out of the Ten-Year Plan for Development and Welfare, and the successful formation and operation of the Marketing Boards and Regional Production Development Boards.

The Ten-Year Development Plan was approved by the Legislative Council in 1946. It was estimated to cost over £55,000,000 and £23,000,000 towards this sum was allocated by the United Kingdom under the Colonial Development and Welfare Act. The scheme was under revision in 1950 and a revised plan was accepted in 1951. Of the £55,000,000 allocated to the original Plan, £34,000,000 were outstanding at 31st March, 1951, and the estimated expenditure of this sum from 1951 to 1956 will be over £12,500,000 by the Northern Region, £10,000,000 by the Central Government, nearly £6,000,000 by the Eastern Region and £5,500,000 by the Western. The Plan is aimed to give a firm foundation on which further development in Nigeria can be built. In it, therefore, there have been large allocations for the expansion of basic social services, such as health and education, for basic equipment such as machinery for good water supplies, roads, and the tools of technical education, and for production services and

revenue earning projects. In spite of difficulties in obtaining the men and materials to put the plan into practice, and in spite of recent steep rises in prices, the Plan has done and is doing much towards the success of the economic schemes promoted by the Marketing Boards, the Regional Production Development Boards and others.

One of the Marketing Boards chief aims was to secure reasonable and stable prices for producers in adverse conditions so as to avoid any repetition of the experiences Nigerian primary producers went through in the nineteen-thirties. Owing, however, to the vast increase in world prices of cocoa, oilseeds, groundnuts and other products, the Boards have not only been able to strengthen their position and build up reserves to cushion producers against an eventual fall in world prices, but to allocate very large sums of money to schemes (largely now drawn up by the Regional Production Development Boards) for the benefit of the areas where the crops with which they are concerned are grown.

The most striking development in Nigeria's social services since the war has been the founding, with generous aid from the United Kingdom, of Nigeria's first University College—the University College, Ibadan—with Dr. Kenneth Mellanby, O.B.E., Sc.D. as Principal. Three years ago the College existed only on paper. It now has an academic staff of over 80, and some 350 undergraduates working in the faculties of arts, science, agriculture and medicine.

One other important post-war change must be mentioned in this short summary, namely the appointment of Nigerians in large numbers to senior posts in the Nigerian Civil Service, and the granting of scholarships to many others to fit them later for such posts. A Commission was appointed in May, 1948, to make recommendations on the recruitments of training of Nigerians for Senior Service posts. The Commission's report was accepted by the Government, and since then till the end of 1950 the Central Public Services Board, appointed in accordance with its recommendations, has appointed 335 Nigerians to Senior Service posts and awarded 206 scholarships and 102 grants for training courses. Approximately one-seventh of the Senior Service is now Nigerian, and early in 1951 Dr. S. L. A. Manuwa was appointed Director of Medical Services. He is the first Nigerian to hold this important appointment.

#### (e) THE CAMEROONS

The German Colony of the Cameroons was conquered by French and British forces in the first World War between 1914 and 1916. Germany renounced her rights to the Colony by the Treaty of Versailles and in 1922 a portion of the Colony was assigned to the United Kingdom to be administered under League of Nations mandate. The British Cameroons consist of two narrow strips of territory on Nigeria's eastern borders with a gap between them on either side of the Benue river. The total area is some 34,000 square miles. The territory was and still is administered as an integral part of Nigeria. The only developed part of the territory was the extreme southern tip,



where the Germans had opened up banana plantations. These plantations returned to German ownership in the nineteen-twenties and continued to profit their owners without providing much benefit for the people of the Cameroons. At the beginning of the second World War the plantations were vested in the Custodian of Enemy Property and it was later decided that this time they should not fall back again into private German hands. By legislation passed in 1946 the lands were acquired by Government so that they may be held and administered for the use and common benefit of the inhabitants of the Territory and leased to a new Cameroons Development Corporation for the achievement of that purpose. The Corporation, by the Development of the plantations and the health, education and welfare services it provides, is already doing much to increase the prosperity of the Cameroons peoples.

After the second World War the United Kingdom expressed its wish to place the Cameroons under the new International Trusteeship system and this was effected by a Trusteeship Agreement approved by the General Assembly of the United Nations in 1946. Under the agreement the United Kingdom was made responsible for the administration of the Territory. A Visiting Mission of the United Nations Trusteeship Council visited the Territory at the end of 1949. The Territory is, in accordance with the Trusteeship Agreement, administered as an integral part of Nigeria, but a Commissioner of the Cameroons was appointed in 1949 with special responsibilities for administration in the Southern Cameroons and for trusteeship affairs in the whole Territory.

#### GOVERNORS OF NIGERIA

- 1914 Sir Frederick Lugard, G.C.M.G., C.B., D.S.O. (later Lord Lugard). Personal title of Governor-General.
- 1919 Sir Hugh Clifford, G.C.M.G., G.B.E.
- 1915 Sir Graeme Thomson, G.C.M.G., K.C.B.
- 1931 Sir Donald Cameron, G.C.M.G., K.B.E.
- 1935 Sir Bernard Bourdillon, G.C.M.G., K.B.E.
- 1943 Sir Arthur Richards, G.C.M.G. (now Lord Milverton).
- 1948 Sir John Macpherson, G.C.M.G.

#### TABLE OF PRINCIPAL EVENTS SINCE 1914

- 1914 Formal inauguration of Colony and Protectorate of Nigeria. Invasion of Cameroons by Nigerian troops on outbreak of war with Germany.
- 1916 Conquest of Cameroons completed. Completion of railway bridge over River Niger at Jebba.
- 1922 Great Britain received mandate from League of Nations in respect of portion of the German Cameroons.
- 1923 Establishment of Legislative Council with jurisdiction over the Colony and Southern Province of Nigeria.
- 1925 Visit of the Prince of Wales.
- 1926 Opening of Makurdi-Kaduna section of the Railway.

- 1929 Opening of Zaria-Kaduna Namoda section of the Railway.  
Riot at Aba, leading to review of system of local administration in the Southern Provinces.
- 1930 Opening of Kano-Nguru section of the Railway.
- 1932 Opening of Benue Bridge at Makurdi.
- 1936 First direct air mail service between Nigeria and the United Kingdom.
- 1939 Division of Southern Provinces into the Western and Eastern Provinces.  
Outbreak of second World War.
- 1940-41 Nigerian troops take part in Italian East African Campaign.
- 1943-45 Nigerian 81st and 82nd Divisions take part in Burma Campaign.
- 1946 Beginning of 10 Year Development Plan.  
Establishment of Cameroons Development Corporation.  
Trusteeship Agreement for Cameroons approved by General Assembly of United Nations.
- 1947 New Constitution. Legislative Council now has jurisdiction over the whole of Nigeria and a majority of non-official members. Houses of Assembly set up in each Region.
- 1948 Opening of University College, Ibadan.
- 1949 Establishment of Marketing Boards for Cotton, Groundnuts and Palm Produce.  
Establishment of Regional Production Development Boards.  
Announcement that the University College, Ibadan, is to receive £382,000 for initial capital expenditure on the site under a C.D. & W. scheme.  
Disturbances at the Enugu Colliery, subsequently followed by trouble at Aba, Onitsha and Port Harcourt. Commission of enquiry appointed, with Sir William Fitzgerald as chairman.  
Visiting Mission of the United Nations Trusteeship Council visited Cameroons and Togoland.
- 1950 Ibadan General Conference.  
Commission appointed to make recommendations for the allocation of revenue to the three Regional Administrations and the Nigerian Government.  
Party of British industrial and trade union experts visited Nigeria to advise on industrial relations.  
Announcement of His Majesty's Government's general acceptance of the Nigerian Legislative Council's recommendations for the revision of the constitution.  
Cocoa Marketing Board's gift of £1,000,000 to endow the Department of Agriculture at the University College.

### Chapter 3 : Administration

THE main political divisions of Nigeria are the Colony, and the three groups of Provinces, known as the Northern, Western and Eastern Regions, which together form the Protectorate. The Colony is in

the charge of a Commissioner, and the Northern, Western and Eastern groups of Provinces are each under a Chief Commissioner, with headquarters at Kaduna, Ibadan and Enugu respectively. The Trust Territory of the Cameroons is administered as part of the Northern and Eastern Provinces, the portions in the north being integrated with the Bornu, Adamawa and Benue Provinces, and the portions in the East constituting the two separate Provinces of Bamenda and the Cameroons. The Bamenda and Cameroons Provinces are in the charge of a Commissioner, subordinate to the Chief Commissioner of the Eastern Provinces. The Commissioner is also responsible as far as trusteeship affairs are concerned for the whole of the Territory, including the northern portions, and acts as special representative before the United Nations Trusteeship Council. The three Chief Commissioners and the Commissioner of the Colony are responsible to the Governor and Commander-in-Chief of Nigeria. The Governor is assisted by an Executive Council, consisting of certain senior officers and four African non-official members.

In January, 1947, a new constitution came into existence, establishing a Legislative Council which for the first time had a majority of African non-official members (28 out of 44) and legislated for the whole of Nigeria. At the same time representative institutions were established in each of the three groups of Provinces or Regions. In each of the Eastern and Western Regions there is one House of Assembly, and in the Northern Region there is a House of Chiefs and a House of Assembly. Members of the Houses of Assembly are chosen by a process of indirect election, and these Houses, together with the House of Chiefs, each select a specified number of their own members to sit in the Legislative Council. The Regional Houses have advisory powers in respect of all legislation placed before them before introduction into Legislative Council, and almost all Bills are submitted to them in the first place. They also have the power of allocating to the various services classed as regional, funds placed at their disposal by the Legislative Council in the annual estimates of Nigeria.

As has been described elsewhere in this report, plans for a new constitution were prepared in 1950 and this constitution is now being brought into operation. The plans were made after the widest consultation throughout the country. The constitution is based on three aims :

- (a) Greatly increased regional autonomy within a united Nigeria.
- (b) Larger and more representative legislatures with wider powers in the Regions and in the Centre at Lagos.
- (c) Nigerians to have a full share in shaping Government policy and executive action.

### *Colony*

The Colony, that is the area round Lagos, was, until 1st April, 1938, administered under the system known as "direct rule", by British officers. In practice, however, much assistance was given

by village chiefs and elders, particularly in the settlement of petty cases which might otherwise have been brought before the Supreme Court. For administration the Colony was divided into four parts—Lagos Township and the districts of Badagry, Epe and Ikeja. Until 1950 the affairs of Lagos were controlled by a Town Council with the Commissioner of the Colony as president *ex officio*, and the Councillors partly elected under restricted suffrage and partly appointed. The constitution of the Council was changed by the Lagos Local Government Ordinance (No. 17 of 1950), which provided for an increase in the numbers of the Council, the election of all Councillors by adult suffrage and the election of a mayor by the councillors. At the elections held in October, 1950, the Democratic Alliance party gained the majority of seats. Dr. Olurun Nimbe was elected first Mayor of Lagos by the new Council.

There is also in Lagos a body of traditional chiefs, of whom the "Oba" (or crowned head) is the principal: although they have no part in the administrative machinery of the Council, they exercise influence in the community and provide valuable points of contact with the people.

On 1st April, 1938, a form of local government, on the lines of the system in force in the rest of Nigeria, was inaugurated in the districts outside Lagos Township, and separate Native Administrations have been established in four areas, each with its own Native Treasury and Native Court or Courts. In the other parts of the districts administrative officers were gazetted as Native Authorities as a temporary measure and administered Native Treasury funds in consultation with the village authorities concerned. Investigations pursued in these areas as to the possibility of creating further Native Administrations have given promising results.

The new Native Administrations are based on the village councils, whose traditional elasticity ensures their being reasonably representative. They have promulgated various rules and bye-laws for the control of markets, the enforcement of sanitary measures and the like, while the village councils have not only undertaken the collection of tax but also helped to introduce a system by which assessment is adjusted to the means of the individual. The idea of local responsibility for local finance has been welcomed and is doing much to dispel the political apathy that formerly characterised these areas.

#### NORTHERN PROVINCES

The Northern Provinces are administered under the system known as "indirect rule", whereby the local functions of Government are for the most part delegated to the native chiefs or councils acting under the supervision and with the assistance and advice of the British administrative staff. The local authorities so constituted are known as "Native Authorities," and are responsible to the Governor for the peace and good order of their respective areas, in so far as persons legally subject to their jurisdiction are concerned. The district heads and village heads complete the chain of executive

responsibility, each answerable through his superior for the area in his charge. These, and also the Native Authority's courts, prison and police, are financed by its treasury, into which is paid its share of the taxes that it collects, as well as the total receipts of its courts and various minor fees. The revenue and expenditure of each Native Treasury are shown in its annual estimates, which are approved by the Chief Commissioner. They are not subject to the control of the Legislative Council.

The Native Administrations also undertake such services as their means permit, the technical branches being supervised by officers of the appropriate Government Departments, paid by the central Government. Hospitals, dispensaries, schools, roads and motor transport are thus provided and maintained, and some of the larger Native Administrations have embarked on the public supply of electricity and water and keep their own survey and printing departments. The railway, trunk roads, minesfields survey, township works, central hospitals, etc., fall outside the sphere of the Native Administrations and, are directly controlled by officers of the central Government departments concerned.

The prototype of the system of administration through district and village headmen was found in the northern emirates at the time of the British conquest and was in the early years of the occupation adopted as a pattern throughout the Northern Provinces, both in pagan and in Moslem areas. The system has had a wide measure of success, but in many areas it conflicted with the indigenous arrangements and ideas, and so failed to enlist the willing co-operation of the peoples, without which little progress can be expected. Of recent years, however, the policy of Government has been to promote close investigation of pre-existing institutions, especially in pagan areas; armed with the knowledge so obtained, administrative officers have been able to enter into effective consultation with the people regarding the development of local self-government on lines which the latter could understand and approve.

#### EASTERN AND WESTERN PROVINCES

In the Eastern and Western Provinces the system of indirect rule through Native Administrations was first applied to the four Yoruba Provinces and to parts of Benin, and the Cameroons Provinces between 1919 and 1922, but it was not until 1928 that it was adopted throughout the territory. The Native Administrations thus differ from one another in their antecedents, and there is also a great diversity in the origins, customs and degrees of development of the peoples that they serve. Little detailed uniformity of constitution or operation is therefore to be expected; the Native Administrations may, however, be divided into two broad categories according to their general characteristics—on the one hand those of the Yoruba Provinces (Abeokuta, Ijebu, Ondo and Oyo) and parts of Benin, and on the other, the remainder of Benin Province, the Warri Province and the Eastern Provinces.

The first category contains comparatively well-organised native

units which had maintained to a large degree their indigenous forms of organisation, and had been ruled through their chiefs, such as the Alafin of Oyo and the Oni of Ife. The Native Authorities in these areas are composed of councils with the head chief as chairman. (There are now no Sole Native Authorities—i.e., the chief alone—in the Western Provinces). The councils were originally largely composed of minor chiefs but most of them have recently been made more democratic by the addition of members elected by the people.

In the second category are comprised tribes of various degrees of development, but which had no highly developed indigenous organisation. The constitution of the Native Authorities in these areas is constantly under review in order that they may be able to compete with the rapid political and economic progress which is being made. Every attempt has been made to increase the efficiency of the indigenous organisations, but as these were called into existence by requirements which were mainly social, they need considerable modification in order to be equal to modern administrative demands. To remedy this in the Eastern Provinces the Eastern Regional Government Ordinance (No. 16 of 1950) was passed in 1950. The Ordinance provides for the establishment of a modern system of local government councils elected by adult male suffrage and with wide powers. The first County Council under the Ordinance was established at Ikot Ekpene in 1951.

The Native Authorities in a large measure control the Native Treasuries; and, moreover, although Government Ordinances continue to apply, responsibility for enforcing many provisions of the laws is, at the request of the chiefs and councils concerned, being assumed by the Native Authorities. Minor legislation is also enacted by these authorities under the Native Authority Ordinance for such purposes as sanitation, the control of markets, the protection of particular trades and the licensing of bicycles. Public works of various degrees of magnitude are undertaken and maintained under the control of these administrations. Briefly, therefore, it may be said that with increased experience, efficiency and confidence these Native Administrations are gradually assuming part of the responsibility which had formerly been borne entirely by Government.

#### PUBLIC RELATIONS

A Public Relations Department was established during the war. Its headquarters are in Lagos and there are Regional Public Relations Officers in Kaduna and Enugu.

#### *Broadcasting*

The Public Relations Department organised the broadcasts of "Radio Nigeria" from Lagos during the year. Further details of these broadcasts and the plans for the establishment of much more ambitious services in future are given in the section on Broadcasting in Chapter 10 of Part II.

**Films**

The Public Relations Department has had a Film Production Unit of its own since the end of 1949. The most important of its films so far has been "Smallpox." The Department's mobile cinema vans show films all over the country, and their audiences during the year were well over one million.

**Marketing Publicity**

A marketing publicity section organised by the Department and paid for by the Marketing Boards started in 1950 and was established at full strength in early 1951.

**Other activities**

The Department's work also included the continued publication of the *Nigeria Review* (weekly, circulation 30,000) and of the *Children's Own Newspaper* (monthly, circulation 60,000), much photographic work, the production of several thousand blocks, pamphlets on the Constitution and other matters, the holding of weekly press conferences at headquarters and the issue of over 4,000 press releases.

## Chapter 4 : Weights and Measures

IMPERIAL weights and measures are in use.

## Chapter 5 : Principal Newspapers & Periodicals

NAME OF PAPER	DAILY OR OTHERWISE	PUBLISHERS	ADDRESS
1. <i>Daily Times</i>	Daily	Nigerian Printing & Publishing Co. Ltd., Daily Mirror Newspapers.	172 Broad Street, Lagos.
2. <i>Daily Comet</i>	"	Comet Press Ltd.	2 Yoruba Road, Kano.
3. <i>Daily Service</i>	"	Service Press Ltd.	5 & 7 Apongbon Street, Lagos.
4. <i>West African Pilot</i>	"	Zik's Press Ltd.	34 Commercial Avenue, Yaba.
5. <i>Southern Nigerian Defender</i>	"	Zik's Press Ltd.	Ijebu Bye Pass, Oke Ado, Ibadan.
6. <i>Nigerian Spokesman</i>	"	Zik's Press Ltd.	New Market Road, Onitsha.
7. <i>Eastern Nigerian Guardian</i>	"	Zik's Press Ltd.	37 Aggrey Road, Port Harcourt.
8. <i>Nigerian Tribune</i>	"	African Press Ltd.	P.O. Box 78, Ibadan.
9. <i>Nigerian Daily Echo</i>	"	Asika	53 Creek Road, Port Harcourt.
10. <i>New Africa</i>	"	N. Anagbogu	New Africa Press, Asata, Enugu.
11. <i>West African Examiner</i>	"	Enitonna Press	12 Creek Road, Port Harcourt.
12. <i>Eastern States</i>	"	Dr. Udo-Udoma	34 Park Road, Aba.
13. <i>The People</i>	"	The Peoples Press	59 Victoria Street, Port Harcourt.
14. <i>Nigerian Observer Weekly</i>		Enitonna Educational	81 Aggrey Road, Port Harcourt.

# PRINCIPAL NEWSPAPERS AND PERIODICALS 105

NAME OF PAPER	DAILY OR OTHERWISE	PUBLISHERS	ADDRESS
15. <i>Nigerian Eastern Weekly Mail</i>		J. V. Clinton	P.O. Box 57, Henshaw Town, Calabar.
16. <i>Akede Eko</i> (Yoruba)	"	I. B. Thomas	116 & 139 Igboere Rd., Lagos.
17. <i>Irohin Yoruba</i> (Yoruba)	"	Service Press Ltd.	5 & 7 Apogbon Street, Lagos.
18. <i>Catholic Herald</i>	"	St. Paul's Press	Catholic Mission, Ebute Metta.
19. <i>Nigeria Review</i>	"	Public Relations Dept. (Government)	11 Custom Street, Lagos.
20. <i>African Echo</i>	"	J. J. Odufuwa	58 Macullum Street, Ebute Metta.
21. <i>Nigerian Statesman</i>	"	W. O. Briggs	Kester Lane, Lagos.
22. <i>Eletì Ofe</i>	"	T. Thompson	6 Aibu Street, Lagos.
23. <i>Gaskiya ta fi Kwabo</i>	"	Gaskiya Corporation Zaria.	Zaria.
24. <i>Western Echo</i>	"	R. Ola Oke	Oke Padre, P.O. Box 263, Ibadan.
25. <i>Nigerian Citizen</i>	"	c/o Gaskiya Corporation	Zaria.
26. <i>Benin Voice</i>	"	Omo'ba L. Osula	c/o P.O. Box 14, Benin City.
27. <i>Egbaland Echo</i>	"	Ayo Ajala	185 Bamgbose Street, Lagos.
28. <i>Northern Advocate</i>	"	B. E. Ogbuagu	P.O. Box 143, Jos.
29. <i>Nigerian Standard</i>	"	G. H. Oweh	c/o Central Press, Ofo-tokun Road, Sapele.
30. <i>Morning Star</i>	"	Adigun	Oyo Road, Ibadan.
31. <i>Nigerian Star</i>	"	T. Enahoro	Block 3, Plot 6 Embankment Road, Sapele.
32. <i>Nigerian Guide</i>	"	Nigerian Guide Press	P.O. Box 37, Oshogbo.
33. <i>In Leisure Hours</i> Monthly		C.M.S. Bookshops & Press	11 & 13 Broad Street, Lagos.
34. <i>War Cry</i>	"	The Salvation Army	11 Odulami Street, Lagos.
35. <i>African Hope</i>	"	Ijaiye Press	35 Hawley Street, Lagos.
36. <i>Niger News</i>	"	C.S.M. Niger Bookshops	P.O. Box 34, Port Harcourt.
37. <i>By the Lagoon</i>	"	Canon A. C. Howells	C.S.M. Parsonage.
38. <i>Ijebu Review</i>	"	Resident's Office	Ijebu Province, Ijebu Ode.
39. <i>Egba Bulletin</i>	"	Provincial Office	Abeokuta.
40. <i>Ilaro Bulletin</i>	"	Official	c/o District Officer, Ilaro.
41. <i>African Church Chronicle</i>	"	Rev. E. O. Peters	104 Lagos Street, Ebute Metta.
42. <i>Christian Comment</i>	"	West African Gospel Publishing Service	Kaduna.
43. <i>Nigeria</i> Quarterly		Government of Nigeria	The Exhibition Centre, Marina, Lagos.
44. <i>Nigerian Field</i>	"	Nigerian Field Society	H.F. & G. Witherby Ltd., 326 High Holborn, London, W.C.1.
45. <i>University Herald</i>	"	University Students	c/o University College, Ibadan.



## Chapter 6 : Short Reading List\*

### TRAVEL

- BARTH, H., *Travels and Discoveries in North and Central Africa*. 5 vols. London, Longmans, 1857.
- DENHAM, CLAPPERTON AND OUDNEY, *Narratives of Travels and Discoveries in Northern and Central Africa*. 2 vols. 3rd edition. London, Murray, 1828.
- HAIG, E. F. G., *Nigerian Sketches*. London, Allen & Unwin, 1931.
- HASTINGS, A. C. G., *Nigerian Days*. London, Lane & Bodley Head, 1925.
- HINES, F. AND LUMLEY, G., *Juju and Justice in Nigeria*. London, Lane & Bodley Head, 1930.
- KINGSLEY, M., *Travels in West Africa*. London, Longmans, 1900.
- LUGARD, LADY, *A Tropical Dependency*. London, Nesbitt, 1905.
- RYAN, I., *Black Man's Country*. London, Cape, 1950.

### HISTORY, ANTHROPOLOGY, ETC.

- BARGER, G. P., *Hausa-English Dictionary*. Oxford University Press, 1934.
- BURNS, SIR A., *History of Nigeria*. 4th edition. London, Allen & Unwin, 1948.
- Cambridge History of the British Empire*. Vols. I, II. Cambridge University Press, 1929 and 1940.
- BOVILL, E. W., *Caravans of the old Sahara*. Oxford University Press, 1933.
- EVANS-PRITCHARD, E. E. AND FORTES, M., *African Political Systems*, Oxford University Press, 1940.
- GEARY, SIR W., *Nigeria under British Rule*. London, Methuen, 1927.
- GREEN, M. M., *Ibo Village Affairs*. London, Sidgwick and Jackson, 1948.
- GWYNN, STEPHEN, *Life of Mary Kingsley*. Macmillan, 1932.
- GWYNN, STEPHEN, *Mungo Park and the Quest of the Niger*. 1934.
- HAILEY, LORD, *An African Survey*. Oxford University Press, 1938.
- HOGBEN, S. J., *Muhammadian Emirates of Nigeria*. Oxford University Press, 1930.
- JOHNSON, S., *History of the Yorubas*. London, Routledge, 1921.
- LUGARD, LORD, *Dual Mandate in Tropical Africa*. London, Blackwood, 1922.
- MEEK, C. K., *The Northern Tribes of Nigeria*. 2 vols. Oxford University Press, 1925.
- MEEK, C. K., *Tribal Studies in Northern Nigeria*. London, Kegan Paul, 1931.
- MEEK, C. K., *Law and Authority in a Nigerian Tribe*. Oxford University Press, 1937.

\* A certain number of books mentioned in this list are out of print but are obtainable in the larger libraries.

- NADEL, S. F., *Black Byzantium*. Oxford University Press, 1942.  
 NIVEN, C. R., *Short History of Nigeria*. London, Longmans, 1937.  
 NIVEN, C. R., *Nigeria, Outline of a Colony*. London, Nelson, 1946.  
 NIVEN, C. R., *How Nigeria is Governed*. London, Longmans, 1950.  
 PARRINDER, G., *West African Religion*. London, Epworth Press, 1949.  
 PERHAM, M., *Native Administration in Nigeria*. Oxford University Press, 1937.  
 TALBOT, P. A., *The Peoples of Southern Nigeria*. 4 vols. Oxford University Press, 1926.  
 WHEARE, J., *The Nigerian Legislative Council*. London, Faber, 1950.

## ECONOMICS

- BOWER, P. A., *Balance of Payments in Nigeria in 1936*. Oxford, Blackwell, 1949.  
 BOWER, P. A., BROWN, A. J., AND OTHERS, *Mining, Commerce and Finance in Nigeria*. Ed. M. Perham. London, Faber, 1948.  
 COOK, A. N., *British Enterprise in Nigeria*. University of Philadelphia Press, 1943.  
 FORDE, D. AND SCOTT, R., *The Native Economies of Nigeria*. Ed. M. Perham. London, Faber, 1946.

## NATURAL SCIENCES, FLORA AND FAUNA

- BANNERMAN, D. A., *Birds of Tropical West Africa*. 7 vols. London, Crown Agents, 1930-49.  
 BATES, G. L., *Handbook of the Birds of West Africa*. London, Bale, 1930.  
 DOLLMAN, D. G., AND BURLACE, J. B., *Rowland Ward's Record of Big Game; with their distribution, characteristics, dimensions, weights and horn and tusk measurements*. 9th edition. London, Rowland Ward, 1928.  
 FAULKNER, O. T., AND MACKIE, J. R., *West African Agriculture*. Cambridge University Press, 1933.  
 GEOLOGICAL SURVEY OF NIGERIA, *Bulletins, Occasional Papers, etc.*, various dates from 1921. Lagos, Government Printer.  
 HUTCHINSON, J., AND DALZIEL, J. M., *Flora of West Tropical Africa*. 2 vols. in 4 parts. London, Crown Agents for the Colonies, 1927-36.  
 KEAY, R. W. J., *Outline of Nigerian Vegetation*. Lagos, Government Printer, 1949.  
 SANDERSON, I. T., *Animal Treasure*. London, Macmillan, 1937.  
 WELMAN, J. B., *Preliminary Survey of the Freshwater Fisheries of Nigeria*. Lagos, Government Printer, 1948.  
 WORTHINGTON, E. B., *Science in Africa*. Oxford University Press, 1938.

## OFFICIAL PUBLICATIONS

- Obtainable, if in print, from the Crown Agents for the Colonies, 4, Millbank, London, S.W.1.  
*Annual Departmental Reports*. Various prices.

- Administrative and Financial Procedure under the New Constitution. Financial Relations between the Government of Nigeria and the Native Administrations.* Report by SIR S. PHILLIPSON, C.M.G., 1946. 1s. 6d.
- Memorandum on Educational Policy in Nigeria* (Sessional Paper No. 20 of 1947). 9d.
- Grants in Aid of Education in Nigeria. A Review with Recommendations,* by SIR S. PHILLIPSON, C.M.G. 1948. 1s. 6d.
- Report of the Commission appointed by His Excellency the Governor to make recommendations about the recruitment and training of Nigerians for Senior Posts in the Government Service of Nigeria.* 1948. 6d.
- Statement of the Policy proposed for the Future Marketing of Nigerian Oils, Oil Seeds and Cotton.* (Sessional Paper No. 18 of 1948). 6d.
- Report on Methods of Negotiation between Government and Government Employees on Questions affecting Conditions of Service,* by T. M. COWAN. 1948. 1s.
- Report of the Commission of Enquiry into Conditional Sales.* 1948. 2s. 6d.
- Statement of Policy Proposed by the Government for the Future Regulation of Grants-in-aid of the Medical and Health Services provided by Voluntary Agencies in Nigeria.* (Sessional Paper No. 27 of 1949). 6d.
- Review of the Constitution—Regional Recommendations,* 1949. 6d.
- Report of the Drafting Committee of the Constitution.* 1950. 6d.
- Proceedings of General Conference on the Constitution, January, 1950.* 1s. 6d.
- Report of the Commission appointed by His Excellency the Governor to investigate and make recommendations regarding the Labour situation on the Nigerian Railway.* 6d.
- Report on the Operating Problems of the Nigerian Railway 1949,* by H. F. PALLANT. 6d.
- Memorandum on Local Government Policy in the Eastern Provinces.* 1949. 9d.
- Report on land tenure, Niger Province,* by C. W. COLE. 1949.
- Report on land tenure, Zaria Province,* by C. W. COLE. 1949.
- Report on land tenure, Kano Province,* by C. W. COLE. 1949.
- Report on land tenure, Plateau Province,* by C. W. COLE. 1949.
- Report on a Technical College Organisation for Nigeria,* by W. H. THORP and F. J. HARLOW. (Sessional Paper No. 11 of 1950). 9d.
- Report of Commission of Enquiry into the Okrika-Kalabari dispute.* 1950. 1s. 6d.
- Report of Commission on Revenue Allocation.* 1951. 5s.
- Review of the Constitution of Nigeria* Despatch from the SECRETARY OF STATE dated July 15, 1950. (Sessional Paper No. 20 of 1950).

Obtainable, if in print, from H.M. Stationery Office at the addresses shown on cover page 3 or through any bookseller. Prices in brackets include postage.

- Mass Education in African Society.* Report of the Adult and Mass Education Sub-Committee of the Advisory Committee on Education in the Colonies. Colonial No. 186, 1943. 1s. 6d. (1s. 8d.).
- Education for Citizenship in Africa.* Report of a Sub-Committee of the Advisory Committee on Education in the Colonies. Colonial No. 216, 1948. 9d. (10½d.).
- Bibliography of Published Sources relating to African Land Tenure.* Colonial No. 258, 1950. 4s. (4s. 3d.).
- Native Agriculture in Tropical African Colonies.* Report of a survey of Problems in Mechanization. Colonial Advisory Council of Agriculture, Animal Health and Forestry. Publication No. 1, 1950. 4s. 6d. (4s. 9d.).
- Report of the Sorghum Commission to certain British African Territories,* by A. H. SAVILLE and H. C. THORPE. Colonial Advisory Council of Agriculture, Animal Health and Forestry. Publication No. 2, 1950. 3s. (3s. 2d.).
- Blindness in British African and Middle East Territories.* 1948. 2s. (2s. 2d.).
- Labour Conditions in West Africa.* Cmd.6277, 1941. 2s. 6d. (2s. 9d.).
- Report of the Commission on the Marketing of West African Cocoa.* Cmd. 5845, 1938. 3s. 6d. (3s. 9d.).
- Report on Cocoa Control in West Africa, 1939-43, and Statement on Future Policy.* Cmd. 6554, 1944. 3d. (4½d.).
- Statement on the Future Marketing of West African Cocoa.* Cmd. 6950, 1946. 2d. (3½d.).
- Report of the Mission appointed to enquire into the production and transport of Vegetable Oils and Oil Seeds produced in the West African Colonies.* Colonial No. 211, 1947. 1s. 3d. (1s. 5d.).
- Report of the West African Oil Seeds Mission.* Colonial No. 224, 1948. 1s. 6d. (1s. 8d.).
- Overseas Economic Surveys, British West Africa,* by A. R. STARCK, February, 1949. 1s. 3d. (1s. 5d.).
- Report of the Commission on Higher Education in West Africa.* Cmd. 6655, 1945. 3s. (3s. 3d.).
- Report of the Commission on the Civil Services in British West Africa.* Colonial No. 209, 1947. 7s. 6d. (8s.).
- Trypanosomiasis in British West Africa,* by PROFESSOR T. H. DAVEY, 1948. 2s. (2s. 2d.).
- Tsetse Flies in British West Africa,* by T. A. M. NASH, 1948. 30s. (30s. 9d.).
- Despatch from the Secretary of State to the Officer administering the Government of Nigeria regarding the Report of the Commission of Inquiry into the Disturbances at Aba and other places in South Eastern Nigeria in November and December, 1929.* Cmd.3784, 1931. 2d. (3d.).

- Remission of Payments to Exchequer under the Royal Niger Company Act, 1899, Memorandum on the Financial Resolution.* Cmd. 5488, 1937. 1d. (2½d.).
- Proposals for the Revision of the Constitution of Nigeria.* Cmd. 6599, 1945. 3d. (4½d.).
- Enquiry into the Cost of Living and the Control of the Cost of Living in the Colony and Protectorate of Nigeria.* Colonial No. 204, 1946. Out of print.
- The Anchau Rural Development and Settlement Scheme*, by T. A. M. NASH, 1948. 3s. 6d. (3s. 8d.).
- Report of the Commission of Enquiry into the Disorders in the Eastern Provinces of Nigeria, November, 1949.* Colonial 256, 1950. 1s. 6d. (1s. 8d.).
- Report of the Commission of Enquiry into the Disorders in the Eastern Provinces of Nigeria. Exchange of Despatches between the Governor and the Secretary of State for the Colonies.* Colonial No. 257, 1950. 4d. (5½d.).
- Enquiry into the Disorders in the Eastern Provinces of Nigeria. Proceedings of the Commission 1950.* Two volumes. £2 2s. 0d. £2 3s. 3d.
- Report of Nigerian Livestock Mission.* Colonial No. 266, 1950. 5s. (5s. 4d.).
- Colonial Road Problems : Impressions from visits to Nigeria*, by H. W. POLLITT. Colonial Research Publication No. 8, 1950. 3s. (3s. 2d.).

## Appendix A

### STATEMENT OF REVENUE AND EXPENDITURE 1942-50

(Excluding Colonial Development and Welfare)

	1942-43	1943-44	1944-45	1945-46
	£	£	£	£
Ordinary Revenue	8,855,099	10,693,984	11,022,221	12,760,958
Ordinary Expenditure	8,201,604	8,431,777	8,999,219	9,576,783

	1946-47	1947-48	1948-49	1949-50
	£	£	£	£
Ordinary Revenue	13,864,879	17,442,691	22,000,513	28,472,560
Ordinary Expenditure	11,263,265	16,032,038	22,992,573	25,215,393*

## Appendix B

### RECEIPTS FROM CUSTOMS AND EXCISE, AND DIRECT TAXATION 1942-50

	1942-43	1943-44	1944-45	1945-46
	£	£	£	£
Customs & Excise	3,622,260	4,897,411	5,242,430	5,664,008
Direct Taxes	1,756,035	2,382,743	2,205,385	3,319,830

	1946-47	1947-48	1948-49	1949-50
	£	£	£	£
Customs & Excise	7,094,527	9,129,232	12,622,677	17,195,312
Direct Taxes	2,469,216	3,748,337	3,776,843	4,830,448

\* This includes allocations to the Regions: Northern Region £2,904,400; Western Region £1,983,200; Eastern Region £2,574,200. The Regional allocations cover regional services and works comprised within the Development and Welfare Plan.

# Appendix C

## STATEMENT OF DEPARTMENTAL EXPENDITURE 1942-50

	1942-43	1943-44	1944-45	1945-46	1946-47	1947-48	1948-49†	1949-50
Agriculture	£ 233,876	£ 278,173	£ 323,864	£ 339,501	£ 371,861	£ 517,721	£ 564,661	£ 404,058
Education	352,896	481,226	485,113	615,663	861,135	1,390,700	1,821,373	2,080,621
Forestry	83,711	105,401	94,709	105,960	131,389	148,373	144,442	139,960
Land and Survey *	57,046	63,767	96,324	79,094	129,414	{ 171,219 80,384 }	{ 99,286 110,751 }	{ 198,327 126,734 }
Medical (including Sleeping Sickness)	522,188	642,131	676,636	732,203	846,519	1,142,813	1,364,223	1,473,452
Public Works (including Recurrent Maintenance Works and Services)	794,998	854,005	754,099	1,078,065	1,294,707	1,675,909	1,948,682	2,263,230

Accounts were regionalised in 1948-49 and figures from that year onwards include regional expenditure.

These figures do not include expenditure under the Development Plan.

† Provisional figures.

\* Now two departments, shown separately for 1947-48, 1948-49 and 1949-50.

## Appendix D

### THE KONTAGORA LAND SETTLEMENT SCHEME IN NIGER PROVINCE

THE Kontagora Native Authority Land Settlement Scheme was started in 1948. The intention is to establish by 1954 15 settlements of 20 farmers, each cultivating with the aid of a plough and cattle about 35 acres of land of which half will be fallow. The main crops are guinea corn and groundnuts of which about 150 acres will be cultivated per settlement making a total of 2,250 acres. The scheme is financed by the Kontagora Native Authority, about £250 of capital without interest being advanced per settler for the clearing and purchase of livestock and equipment. In addition the sum of £8,600 has been given by the Northern Region Groundnut Production Board for the construction of labour camps, a market, dispensary and a mixed farming depot where the cattle will be trained, equipment repaired and fertiliser stored.

The settlement area is on the edge of the tsetse belt and farm clearing goes concurrently with anti-tsetse measures. The undergrowth was cut down along six miles of stream adjoining the first settlement. Immunisation of the cattle and livestock against the main diseases including trypanosomiasis is an essential preliminary; without the Veterinary Department it would not be possible to carry on.

An Advisory Committee has been formed, on which the Native Authority, the settlers and Government are adequately represented to co-ordinate and approve departmental and administrative proposals and make recommendations for the operation of the scheme. It will also consider suggestions by the farmers and make recommendations for the eviction of unsatisfactory settlers. A working sub-committee has been appointed to deal with the execution of approved policy.

In 1949 the settlers moved into the first hamlet but owing to the late training of the cattle, the crops were inadequately cultivated; it was estimated that the farmers made an average gross profit of £37.10s. It was found necessary to evict six settlers for bad agricultural practice. It is estimated that in 1950 the average gross profit will be about £50 per settler though one or two may well make nearly double that figure. A control dam was made with leats for irrigating the fertile ground of the valley where the settlers grow sugar cane and vegetables. A tree nursery was started and trees planted in the hamlet and on the roads. A grazing area and fuel reserve were demarcated.

Most of the buildings in the mixed farming depot have been completed and 94 cattle are being trained. Twenty houses in the second settlement have been completed and work has started on those in the third settlement. Thirty farms, excluding fallow, have been cleared in these two settlements. The 40 settlers have been chosen and medically examined and will be trained to use cattle by the end of the



year. They are pagan Kamberi, very experienced and conscientious farmers, and it is expected that much better results will be achieved than with the less persistent Hausa of the first settlement. Preliminary work has been carried out on the construction of two labour camps, a market and dispensary. Concrete-lined wells have been sunk at each settlement, at the labour camps and at the depot, for which a second dam has been made to water the cattle.

The scheme is not confined to improving animal husbandry and agricultural methods. It is also an attempt at practical progress in all aspects of land utilization, including forestry, grazing control, animal management, gravity irrigation and soil conservation by using fertilisers and farmyard manure, by contour ploughing, by controlling burning and by stopping shifting cultivation. The long-term aim is improvement of the social life and welfare of the settler by better housing, especially by a better-balanced diet and by putting into practical operation the plans of all Departments concerned with human welfare.

In the first three years of its operation many mistakes have naturally been made ; most of them were inevitable in a scheme of this kind for which both policy and operation are empiric. The experience so hardly gained will speed up future extension ; it has already been profitable to the Administration with regard to the greater settlement scheme—the Niger Agricultural Project.

In all this work the Divisional Officer and the two Development Officers responsible for its execution, have received complete support from the Emir of Kontagora who thoroughly understands the problems and difficulties involved and whose nickname, 'the Rich', has appropriately been given to the first settlement.

## Appendix E

An Address by the Principal, DR. KENNETH MELLANBY, O.B.E., to the Academic Staff of the University College, Ibadan, at the opening of the first term of the 1950-51 session

WE are now starting a new academic year, and this is therefore a good time for us to examine our present position, to see what we have achieved, and to make our plans for the future.

Three years ago this University College was still only an idea. Now it really exists. We have an academic and senior administrative staff of 80, and we have 346 undergraduates in residence, working in the faculties of Arts, Science, Agriculture and Medicine. This is a solid achievement, but requires further analysis before we can assess its value.

Our first objects, in setting up this University College, were academic. The College was intended to be a centre of learning, in which a high standard of instruction would be maintained, and in which new knowledge would be developed.

With regard to teaching, a great deal has been achieved. This year for the first time our students were presented for examinations held under the "Special Relationship" with the University of London. We have now received the results with the reports from the University, and they are very encouraging. In the Intermediate Examination 76 students passed, 19 in Arts and 57 in Science. Altogether in 354 separate subjects attempted by our students, passes were obtained in 298. The present "Three-subject Intermediate" means that if a candidate fails in one subject, he fails in the whole examination, and the majority of our unsuccessful students failed (generally by a small margin) in one subject only, and few ludicrously bad papers of the kind submitted by candidates who are obviously unfitted for a university education were sent in. All departments did well; we can particularly congratulate the department of History, all 21 of whose candidates were successful, also Mathematics and Biology, in which over 90 per cent of passes were obtained.

We also presented candidates for the Second M.B. examination, which had never before been taken in Nigeria. Out of 14 candidates, 12 passed creditably in Anatomy and Physiology—a higher proportion than might have been expected in England. I realise how fortunate these students have been, and how high is the standard and how conscientious the teaching they have received, but they have responded well to their opportunities.

Our examination results therefore show a solid achievement. In the range of subjects so far available and up to our present levels we have shown that our undergraduates, given the opportunities open to

them at Ibadan, can put up a performance comparable with their fellow students in the universities of the United Kingdom. More difficult work is ahead, but if we can build on our present foundations, our teaching at all grades should soon enable the College to train its graduates to a high academic level.

As important as the actual examination results are the reports by London University. Here in almost every subject there is favourable comment on the standard of teaching of which the students' work is evidence, showing that education and not just cramming has been our aim. There is favourable comment also on the way in which our College Examiners in Ibadan played their part in setting papers and marking scripts. All members of the teaching staff are to be congratulated on the way in which within a short period of two years they have built up academic standards which should soon be comparable with those of the long-established universities which have grown up in a more favourable intellectual environment in Britain.

In the field of instruction, we have certainly progressed some way towards our objective. We have now to press on, to widen our curriculum and to include other subjects, and to develop Honours courses and Special degrees where these are appropriate.

Sometimes one is tempted to say that these standards in teaching have been easily achieved, and that our difficulties, which have been many, have been in regard to non-academic and largely irrelevant subjects. This is true of our difficulties, but I realise that our academic progress has been by no means easy. This progress has only been possible because of the great efforts of the academic staff, often made under difficult conditions. Also we must congratulate our students, whose willingness to learn has often been embarrassing, and who are all so keen to profit from everything we can offer them.

In our elementary classes a considerable burden is placed on our teaching staff, for we have to cover fields which in Britain are the province of the schools. But I do not think that we should be too despondent about entry standards. In England, the schools reach an academic level far above that reached in most other countries. Entry to the universities outside England is at a level comparable to Nigeria, and for that reason university courses are generally longer than in England. We must relate our elementary teaching to the needs of the country, and while we should encourage a higher standard of entry, we must not try prematurely to force too high an academic standard on the secondary schools. Perhaps for some time Nigeria should try to broaden the basis of its secondary education, and not attempt to put all its efforts into achieving a very high standard among a few university entrants.

The two important academic functions of a university are teaching and research. I would prefer to put research first, others would stress the importance of their teaching responsibilities to our students, but no one would deny that unless it is a substantial centre of research, a university is unworthy of the name. I am glad to find that the majority of my colleagues are keen research workers and that they are

making valuable contributions to knowledge. In some departments this has been difficult due to shortage of staff and materials, but on the whole progress has been good. Generally this year we are now better staffed, in fact our staff-student ratio is at the moment higher than in the universities in Britain, so our future progress should be rapid. There are still many difficulties ahead, but I believe that before long Ibadan will have an established reputation as the centre for research in Tropical Africa.

With our present burden of elementary teaching, the importance of research might sometimes be underestimated, but this seldom happens at Ibadan. No teacher in a university should be only responsible for what may be the soul-destroying grind of elementary teaching, though this work need not be soul-destroying, and we have all seen how the brighter undergraduate at even this level can be inspired when he realises that his teacher is a master of his subject to an extent far beyond the comprehension of the class. But advanced and Honours teaching is of limited value unless the teacher is himself an active research worker ; otherwise he will just churn out secondhand information, and he will be unable to give a real insight into the intellectual discipline which he is setting out to instil.

Academically then, in teaching and in research, we have made good progress. If we can continue in both fields at the present rate, we will have some reason to be satisfied with our College. It will not always be easy, for pressure may be brought on us to reduce our academic standards, and also to over-balance our curriculum with technological subjects which, though valuable in themselves, must not be allowed to predominate in a young and growing university institution. We may also be pressed to shorten our courses before our entrance standard has risen sufficiently to make this possible. This year's examination results have shown the value of our two-year Intermediate course ; they have also shown that even after two years a minority of our students are still insufficiently prepared. For the present we should compare the length of our courses with those found in most European and American countries, where, as I have mentioned before, the greater length of the course mirrors the lower standard of entry.

I believe one reason why we have at Ibadan such successful academic departments is that we have found the proper staff and then have given them as much freedom and encouragement as possible. It has not been found necessary to interfere in the working of the various academic departments, and I do not expect it will be necessary in the future. Occasionally some of my over-enthusiastic colleagues may have felt that they have been given less support than they deserve, and I am sure this is true, but I have always tried to preserve a proper balance. No department or faculty is more important than another—even when its members may imagine their work should be given an all-over priority.

All departments in a university are to a greater or a lesser extent dependent on the library. At Ibadan we have been very fortunate in the munificent gifts and loans which have enabled our shelves to be stocked at a rate far greater than could have been expected. But well-stocked shelves alone do not make a library. The efforts of all

our library staff, junior and senior, including those in the ancillary departments, photographic laboratory, bindery, printing press and bookshop, have played an important part without which the academic standards of the College could never have been achieved.

The Department of Extra Mural Studies put itself on the map of Nigeria during the last year. It can be proud of its achievements, which include 59 tutorial classes attended by nearly 2,000 students and many other activities up and down the country. The residential courses on Local Government and Adult Education, held in the College during the Long Vacation, and attended by about 300 students from all parts of Nigeria not only were value to their students but also did much to spread a sympathetic understanding of the work and difficulties of the College throughout the country. The courses also helped their members, who came from all regions of Nigeria, to learn to work together and to forget tribal and other differences.

Our building programme has not always kept pace with our academic progress, and we are seriously handicapped by the nature of our temporary buildings and by shortages of supplies and of such services as electricity. Nevertheless in the last three years a great deal has been accomplished. In October, 1947, our buildings were unoccupied, overgrown and practically derelict. In three months they were renovated, supplied with services and over 100 Higher College students were able to move from Yaba. Since then our temporary buildings have grown, and now house all our students and the majority of the staff. We have had the difficult task of deciding how much to put into the temporary site, to keep things going there, and at the same time realising that funds and energy are expended at the expense of our permanent building programme. This has meant that all our teaching departments have had to work under somewhat unsatisfactory conditions. The Faculties of Arts and Science and the Library have managed largely to overcome these disadvantages. The Faculty of Medicine has had more serious troubles, and the development of clinical teaching has been seriously hampered by shortages and by the difficulties of working in hospitals not under College control. Nevertheless the Medical Faculty has made very considerable progress, and also many improvements necessary for clinical teaching have been carried out. I do not anticipate that it will be impossible to produce the conditions necessary to ensure that our clinical students can proceed uninterrupted towards the completion of their London University Medical degrees.

Housing, as usual, is a perpetual problem. Our staff grows so rapidly that it constantly outstrips the achievements of our Construction Departments. I do not know whether everyone realises just how great these achievements have been. We should all be grateful to our Constructional and Engineering staff of all grades, who have worked almost day and night throughout the vacation trying to get things ready for this term. Supplies have been held up by strikes, shipping difficulties and by the vagaries of Customs officials. All work has been delayed by phenomenal rains. Nevertheless many miles of

cables and pipelines have been laid almost equal to the supply lines for a new town, and anyone who has recently tried to have a new electric plug fitted in England will appreciate how much installation has been carried out! Incidentally the College is in an embarrassing position. In England everyone grumbles about their conditions of life and as a rule they put the blame on "the government," or some other scapegoat. In Nigeria the College must bear the brunt of all these criticisms, whether dealing with accommodation, supplies, transport and services, in addition to legitimate academic grievances. We are doing everything physically possible to improve conditions, and members of staff should remember that most shortages are due to the rapid growth of all departments, including their own. We could have decided to postpone our academic appointments until everything was ready for new staff, in which case many of the present staff could never have been appointed, and our academic progress would have been much slower. I am sure that we made the right decision, and am grateful to everyone who has accepted the situation and worked so well for the good of the College.

In addition to housing, other building is proceeding. The Utility laboratories which have been completed contain a greater working area than the entire laboratories of our smaller university colleges in England. We are experimenting with a variety of types of house, some of which are roomier than those originally erected without being more expensive, and I anticipate that before long at least our short-term housing problem should be solved, provided everyone keeps his demands within reasonable bounds.

The main College buildings, including the Halls of Residence, which we had hoped to begin building during the Long Vacation, have not yet been started, although most of the preliminary work has been done and we hope to be able to sign the contract very soon. The Building Committee has been busily engaged trying to fit the programme to the funds available. We hope we have been successful. We all realise that one of our greatest disadvantages is in the housing we are able to supply for our students. In a university the residential colleges can be a most important factor in the life of the students, and it is the agreed policy of the civic universities in Britain to make them largely if not entirely residential. We wish to press ahead as rapidly as possible with the undergraduate accommodation so that the present members of the College may not at all be denied its advantages. With the new buildings we hope it will be able to build up the proper corporate life characteristic of a residential college.

Academic standards and buildings have fully occupied our attention during these early years. These matters are of the greatest importance, but I hope our preoccupation with them has not prevented us from giving sufficient thought to other, equally important, matters.

This College might become a great seat of learning, it might become a first-class training ground for West Africans who would therefore be enabled to play their part in their countries' technical development, but it might still fail to play its proper part in the cultural development

of Nigeria. I was impressed by a statement of the Vice-Chancellor of the University of Rangoon, who referred to the high academic achievements of his university during the period of British administration, but nevertheless he said, "the Burmese public looked upon the university as an alien institution." How can we make the people of Nigeria look upon this as *their* university?

Some people may think that, at this stage, it will be impossible to achieve this end. How, they will ask, can the people of a country which is still predominantly illiterate, feel anything at all about a university? They will also remember how from time to time press criticism, much of it destructive, has been showered on the College. They will suggest that we should devote ourselves entirely to academic tasks and avoid what they may somewhat disparagingly call "politics." I think this "ivory tower" attitude is wrong even in Britain, but in Nigeria it may be disastrous.

In any country, African or European, the mass of the people can have little real idea of what a university is and what it is trying to do. Two surprising things in Nigeria are the great public interest of all classes in the College, and the wisdom of informed public opinion. Only a small minority of the population can, it is true, be described as "informed," but this minority has great influence. I believe that, if we play our part properly, that influence will be entirely for the good of the College.

Every Nigerian is a Nationalist. He earnestly desires the political and economic development of his country. The only difference between different groups concerns the pace at which far-reaching reforms should be introduced. Government and people support the policy of "Nigerianisation." This means that whenever there is a Nigerian qualified to hold a post in this country, he should be appointed even if an apparently better non-Nigerian candidate is available. Only in this way can a Civil Service, without which self-government would mean chaos, be trained.

But informed public opinion does not wish this Nigerianisation policy to be slavishly adopted in the University College. They realise the importance of appointing only the very best, as otherwise academic standards will be depressed. They would still prefer an expatriate of higher qualifications and ability to be appointed in preference to a mediocre West African. But they want to be sure that the expatriates appointed are the best men for the job, and at present there is some feeling that Europeans may, by reason of race, be appointed to posts at a higher grade than their ability warrants. I do not think there are to-day serious grounds for this suspicion. But this does mean that those of us who are not Nigerian must examine ourselves carefully and make sure that we are in fact giving our best in this country.

On the other side, there is a belief among some members of the College that "racial discrimination" acts against the European, and that in some cases Africans have been preferred and have been appointed at higher levels than similarly qualified Europeans. This fear, again, is largely ungrounded. Naturally we have made mistakes in staffing as in other matters, but I believe these are being rectified

and that we are building up a staff of many races and nationalities in which ability and fitness for the job is the only criterion governing status. This is a difficult task. Paper qualifications, though important, are by no means everything and sometimes we may find it difficult to accept the fact that a colleague with no apparent advantages receives more rapid promotion. This is bound to happen more often in a university than, for instance, in the Civil Service, and a perusal of the degrees and ages of academic staff of British universities will soon reveal such a state of affairs in any academic institution. Readers of the stimulating writings of "Bruce Truscot" will know that criticisms of promotions and appointments is common to all universities; they are bound to continue here, but I hope that racial considerations may be eliminated from them.

If this College is to play its part in Nigerian development and to receive all the support it will require, we must be sure that our own house is set in order. In the past relations between Nigerian and non-Nigerian members of staff have not always been satisfactory. For this there have been faults on all sides. Some African members of staff have felt that the College policy has been to treat them differently from Europeans, and they have retaliated by not playing their full part in College affairs. It is my earnest wish to take all steps to remove this feeling. Certain policies adopted in the past were intended to protect Nigerian interests, but these have been considered to discriminate against West Africans. Informed public seems convinced that these policies, within the College where no preference is to be given to Nigerians except on academic grounds, are wrong, and I accept the conclusion that complete equality of treatment of all nationalities must exist. Some non-African members of staff have been concerned lest their contracts with the College should not be honoured. This fear is unfounded, and salary and other adjustments must ensure that existing contracts are not violated, but that allowances granted to one group are extended to all.

Small things may give rise to great difficulties. On the one hand some Europeans have, unintentionally, promoted racial ill-feeling by tactless and unthinking behaviour. On the other hand some Africans appear to be hypersensitive, and liable to take offence where none is intended. In a university community we should know each other well enough to avoid giving, or taking, such offence, and all races should realise that equality means the ability to express and to accept a forcibly expressed opinion when it is appropriate.

All members of staff have a common aim; and we must learn to act, in College matters, as one body. Only in this way can we hope to exert our proper influence. We must avoid cheap publicity, but in Nigeria it is our duty to see that those outside the College are kept informed as to what we are doing and what we are trying to do. If we can take the people into our confidence we have every hope of gaining their confidence also.

I have spoken of the wisdom of public opinion. This has supported the idea that the College should be completely autonomous and free from outside or Government interference. Here Nigerian practice is



in advance of what happens in some of the Dominions. I believe that this autonomy is indeed essential for our development, but it places great responsibilities on all concerned with the College. All members of the staff are here concerned. No one must consider himself as apart from, and in conflict with, the College. There are bound to be disagreements on more or less important matters, but if we all feel that we are responsible members of the institution, they can be satisfactorily resolved. So far it has been necessary for a good deal of the policy of the College to be imposed from above, but we are in process of evolving a new constitution for the College, and I hope that it will be one which widens the basis of responsibility so that every member of the staff feels that he has his own part to play in shaping policy and guiding the development of the College.

I have so far tried to describe our position as an academic institution, and to show how we may play our part in Nigerian development. These aims are more or less concrete, and while there may be disagreement in detail, we all wish to travel in the same direction. As far as it goes this is excellent, but is it enough? I expect that many of you have read Sir Walter Moberley's important book "The Crisis in the University." Sir Walter expresses his disquiet regarding the future of even the old and well established universities in Britain. He complains that the universities lack a sense of purpose and of direction, and that their members, while devoting themselves with reasonable diligence (even this is questioned by "Bruce Truscot") to their academic work, are generally apathetic to the really important issues of the present day world. Sir Walter Moberley examines the main philosophies which have been important in University thought and concludes that none of these can give the answer to the problems of the present time. There is not the time, nor is this the place, for me to discuss his arguments in detail, but though I do not agree with all his conclusions I am sure he is right in decrying the present tendency to apathy and intellectual irresponsibility in academic circles. We are all too familiar with the "scholar" who is still intellectually adolescent.

We speak glibly of the importance of staff-student contacts, and these can be the most important factors in a university. They can also be trivial and worthless. Their value depends almost entirely on the senior member and what his experience and development brings to the relationship. Many alleged intellectuals are mentally undeveloped and are unwilling to give their attention to any matter of importance outside the narrow range of their specialised subject. In a university community this is not enough.

There is no simple guide which I can give you to indicate how we at this College should try to develop our philosophy. We at Ibadan must try to work this out together. In some ways our task is more difficult than that of the British universities, for we have not got their weight of tradition on which to rely. At the same time we have the great advantage of starting with a clean slate. We must decide, by free discussion, hard work and intellectual honesty, what is to be written on it.

## Appendix F

### THE STORY OF THE NEW CONSTITUTION

*A pamphlet issued by the Public Relations Department in April, 1951.*

MODERN Nigeria is a young country. As a single territory it has existed for less than fifty years. It includes within its boundaries many peoples of different history, traditions and outlook. But the natural diversities can and will be a source not of weakness but of strength. There is a growing realisation that there must be unity and common purpose.

For more than two years throughout the length and breadth of Nigeria there has been discussion on what should be the future system of government for this vast country. From this wide public debate, in which representatives of all parts of the territory have joined, a constructive constitutional plan has emerged. It is a plan for a great advance in building a federal system on the principles of representative, responsible government.

This is a short account of how the new Constitution was drawn up and what its main features will be.

#### I. HOW WAS THE NEW CONSTITUTION PREPARED?

*The Governor initiates the constitutional review*

On the 17th of August, 1948, His Excellency the Governor, Sir John Macpherson, addressed the Legislative Council of Nigeria. Here are some of the things he said :—

" Since my arrival in the country I have had time to see something of the constitutional system in practice . . . .  
" I have been greatly encouraged by the growing acceptance of the Constitution and by the growing appreciation of its true purpose.

" The progress already made has been, in my considered view, so rapid and so sound that . . . . I propose that, if it is the wish of the Council and of the Country, constitutional changes should be made not at the end of nine years but in the second three year period which will start at the beginning of 1950.

" Before any change is made it is of the utmost importance to allow adequate time for the expression of public opinion . . . ."

*The decision on how the constitutional review should be carried out*

When the Legislative Council met at Ibadan in March, 1949, the Chief Secretary proposed that a Select Committee should be set up to make recommendations " regarding the steps to be taken for a review of the present constitution of Nigeria, with special reference to the methods to be adopted for ascertaining the views of all sections of the population on the issues involved."

In his speech to the Council the Chief Secretary said :

" . . . . We must certainly try to form the best body or bodies for this purpose which can be devised but it would be wrong, in my view, to imagine that everything will depend on the composition of whatever body is established.

We must not put our faith in one body alone to the exclusion of other opinion. The solution to be found will and should depend not solely on some specially formed body but on the views and opinions of the people, expressed in many different ways. There is some inclination to believe that all that is necessary is to send a committee like Moses into the mountain and that all the people need to do is to watch and pray—pray that the committee will in due course return from the clouds with the perfect constitution to last for ever, written on tablets of stone. No one can hand over his responsibility in this matter to others. Every Nigerian has a stake in his own country and it is for him by means of village meetings and Divisional meetings and Provincial meetings throughout the country and through the organisations of which he is a member to make his views known. Your Excellency has insisted that there should be the fullest opportunity for public consultation at every level. The Regional Houses in separate resolutions have already made it clear that they are of the same opinion. It is not only the Government and Government officials and members of the Legislative Council and the Regional Houses and the Native Authorities and leaders of public opinion who have a responsibility in this matter. Everyone in Nigeria has a responsibility. It is for us, on our part to see that the people are consulted and it is for the people to see that their views are made known.

" . . . . When Your Excellency made the announcement about constitutional advance last August that was the first step in a new era. We are to take the second step now. I claim, like Your Excellency, to be an optimist. I wonder if it is unduly optimistic to hope, as I do, that all of us concerned will enter on this new era with a new spirit?

*On the side of the Government we have had ample evidence of Your Excellency's readiness, indeed determination, to take the people into Your Excellency's confidence and give them great new opportunities and responsibilities. On the part of the people I hope that there can also be a new spirit of readiness to work one with another and to forget past antagonisms in the great task of building a sound constitution which can win and retain the widest possible public support."*

The Select Committee, which included all the Nigerian members of the Council, made unanimous recommendation on how the constitution should be reviewed and the full Council unanimously approved those recommendations.

#### *How the constitutional review was conducted*

The recommendations of the Legislative Council proposed a system by which public opinion would be thoroughly canvassed at every level. For the remainder of that year the process of sounding public opinion continued—first at village and District meetings, then at Provincial and Divisional Conferences and then at Regional Conferences and at Conferences in the Colony. The recommendations which came up from the Regions and from the Colony, which were published in October, 1949, were then reviewed by a Drafting Committee which completed its work in November, 1949. On the 9th of January, 1950, the General Conference met at Ibadan. It was charged with the great task of making recommendations to the Governor and the Secretary of State on the future system of government for Nigeria.

#### *The General Conference*

The General Conference sat from the 9th of January until the 28th of January. It was composed of fifty-three members and sat under the Chairmanship of the Attorney-General (who had no vote). Twenty-five of the members of the Conference were drawn from the earlier

conferences and the remainder were unofficial members of the Legislative Council. All except three were Nigerians.

The report of the Conference was signed by all the members, and there were four minority reports on particular points, two of these signed by two members, one by eleven members and one by twelve members.

The recommendations of the Conference were debated in Regional Houses and in the Legislative Council and the Legislative Council made proposals for resolving the few major questions on which full agreement had not been reached by the General Conference—the chief of which were the position of the Colony under the new constitution and the representation of each Region in the Central Legislature.

#### *Approval by the Secretary of State*

The final recommendations have now been generally approved by the Secretary of State for the Colonies who has announced in the House of Commons that he hopes that the new constitution based on these recommendations will be introduced this year.

In his despatch commenting on the proposals of the Ibadan Conference the Secretary of State said :

" . . . . In the view of His Majesty's Government the recommendations which have emerged are of the utmost value. I have been particularly impressed by the wide measure of agreement reached. All who have taken part in the constitutional review are to be congratulated on their contributions and Nigeria is to be congratulated on the results ; these have amply justified the initiative which you took in 1948 in proposing that such a review should be undertaken and the decision of the Legislative Council to accept your proposal."

#### *A great achievement*

That, briefly told, is the story of how the new constitution for Nigeria was drawn up. Not only has there been ample time for expression of the views of the public but Nigerians themselves have taken the leading part in framing the new system of government. It is a record of constructive statesmanship of which Nigeria may be justly proud.

## II. HOW WILL THE NEW CONSTITUTION WORK?

*The new constitution is based on three vital aims :*

- (a) Greatly increased regional autonomy should be granted within a united Nigeria.
- (b) Larger and more representative Legislatures with wider powers should be created both in the Regions and at the Centre.
- (c) Nigerians should be given a full share in the shaping of Government policy and direction of executive Government action.

How are these aims achieved in the new Constitution ?

#### *Regional Autonomy*

This is what the Drafting Committee had to say about this :

" It is unnecessary for us to state the case for increased Regional autonomy since the principle has been so whole-heartedly welcomed by the Regional Conferences. Already under the present constitution, in accordance with

which the legislative functions of Regional Legislatures are purely advisory, the need for greater Regional autonomy has become increasingly apparent, and the striking fact is that the realms of legislation, finance and initiation of policy members of Regional Houses have in practice, shown themselves anxious and able to assume and exercise responsibilities beyond the limits of the functions with which the present constitution invests them.

*"We have no doubt at all that the process already given constitutional sanction, and fully justified by experience, of devolution of authority from the centre to the Regions should be carried much further so that a federal system of government can be developed."*

"While recognising this fundamental need we have been impressed by the difficulty of evolving a federal system by devolution of authority from the centre. Indeed the problem which confronts us is unique. The federal governments of the United States of America, Canada and Australia, for instance, have been built on the basis of separate states surrendering to a federal government some of their powers for the benefit of all. The reverse process on which we are engaged—that of the creation of a federal government by devolution—is a political experiment for which, as far as we know, there is no precedent which can guide us and we are very conscious of the dangers inherent in such an experiment.

"We are all most anxious that in our determination to grant real autonomy to the Regions we should do nothing to endanger the unity of Nigeria or to render the government of Nigeria as a whole weak or ineffective.

"It will be seen that we have not attempted to define too closely the functions of Regional Legislatures and Executives in relation to the functions of the Central Legislature and Executive since close definition of the respective powers of the Centre and the Regions would, we believe, lead to differences and disputes, and in the process of decentralisation in which we are engaged there is much which must inevitably be left to adjustment in the light of practical experience.

*"The Central Legislative and Executive must retain both residual and overall powers, but since the Central Legislature and Executive will themselves be made up of representatives of the Regional Legislatures and since the policy of greater Regional autonomy is so widely accepted we do not fear that there will be any desire at the Centre unnecessarily to interfere with purely Regional legislation or administration."*

"It is for that reason that the proposals which we have made, while giving to Regional Legislatures and Regional Executives a far greater measure of responsibility and field of authority than has been allotted to the Regions in the past, provide adequate safeguards to preserve central authority in questions where the overall interests of the country must be predominant."

The General Conference has proposed, and the Governor and Secretary of State have agreed, that in a wide range of subjects Regional Legislatures should have the power to legislate. Those subjects are:

- Local Government ;
- Town and Country Planning ;
- Agriculture and Fisheries ;
- Education ;
- Public Health ;
- Forestry ;
- Veterinary Services ;
- Land ;
- Welfare ;
- Local Industries ;
- Regional Public Works ;
- Native Courts (subject to Central legislation regarding appeals) ;
- Direct Taxation (other than Income Tax and Company Tax).

It has, in fact, been recognised that in this vast country, with its widely differing conditions and needs, over-centralisation would be a grave error and the policy which has received enthusiastic support throughout the country is the policy of achieving unity at the Centre through strength in the Regions. It is confidently expected that when the Regions feel that they have wide powers to run their own Regional affairs they will, as a result, be all the more ready to co-operate with the other Regions, through their representatives in the Council of Ministers and the House of Representatives, in serving the interest of Nigeria as a whole.

This is what the Secretary of State said in his despatch of the 15th July, 1950, on this issue :

*" I have made it clear how much importance I attach to the principle of greater regional autonomy. One of the great advantages of encouraging the Regions to develop each along its own characteristic lines will be that by that very process the unity of Nigeria will be strengthened. I wish to make it clear beyond all doubt that His Majesty's Government attaches the very greatest importance to building up a unified Nigeria on the basis of the three component Regions."*

### *Representative Legislatures*

Both in the Regional Legislatures and the Central Legislatures there are Nigerian majorities under the present constitution. The number of Nigerian members will be greatly increased under the new Constitution. It is proposed that there should be 136 Nigerian elected members in the new House of Representatives out of a total of 148 and in each of the Regional Houses of Assembly there will be about eighty Nigerian elected members.

At present Regional Legislatures have only advisory powers. In future they will have wide powers over legislation and finance within their own Regions.

### *The Central Council of Ministers and Regional Executive Councils*

Under the present system Nigerian members of the Legislative Council have powers over legislation and finance. They can, if they wish, refuse to pass legislation or to vote money. They have, however, no representation in any executive body and consequently no power to formulate Government policy or to direct executive action. These powers are at present concentrated in the Governor's Executive Council. There are four Nigerian members of the Executive Council but these are nominated and they are not necessarily drawn from the Legislature.

The most vital change of all in the new Constitution is the provision that all questions of policy shall be decided and all executive action shall be directed by Executive Councils in the Regions and the Council of Ministers in the Centre, and that in each of these Councils there will be a Nigerian majority.

It will be the duty of these Councils to decide what legislation is to be proposed to the Legislatures and what form the annual budget shall take, and also to direct executive action in pursuance of the

policy which it has approved. *The Executive Councils in the Regions and the Council of Ministers at the Centre are the corner-stones of the constitution.*

How will these Councils be constituted?

In the Council of Ministers, which will sit under the Chairmanship of the Governor, there will be six officials and twelve Nigerians drawn from the House of Representatives (four from each Region).

In the Regional Executive Councils, which will sit under the Chairmanship of the Lieutenant-Governors, there will be not more than five officials and not more than nine Nigerian members drawn from the Regional Houses.

*It is these bodies that will in future carry the heavy responsibility of formulating policy and directing executive action.*

### *The Ministerial System*

Under the new Constitution there are to be Ministers in the Regions and at the Centre each concerned with a subject or group of subjects. The duties of these Ministers were defined by the General Conference as follows :

- (a) initiation of discussion of policy in the Council.
- (b) introducing into the Legislature and answering therein for all business affecting their subject or subjects,
- (c) ensuring, in co-operation with the Head of the Department or Departments concerned, that the decisions of the Council, as they affect his subject or subjects, are carried out.

It is important to realise that, while the individual Ministers will not take policy decisions, they will all take an equal share in the Council of Ministers or Regional Executive Councils in discussing all questions which those Councils have to decide. It is the Councils which will take the decisions on policy. When those decisions have been taken the Ministers will explain and answer for them in the House of Representatives or in the Regional Houses and they will also ensure in consultation with the officials concerned that the policy decided upon in the Councils is duly carried out.

### *Finance*

One of the most difficult problems to be solved under any federal system of Government is the problem of allocation of revenue between the States or Regions. Experience in other countries where a federal system of governments exists has proved that there is no easy solution or simple formula which can be rigidly applied. The General Conference wisely decided that expert and impartial assistance should be sought on this difficult problem and in accordance with its recommendations an Enquiry, which was led by a financial and economic expert of the highest reputation, has already been carried out.

The report of the Revenue Allocation Commission is expected shortly and will be referred to a Committee representative of all Regions under the chairmanship of the Financial Secretary.

### *The Government Service*

The Government Service is the instrument for carrying out the policy to be decided in the Council of Ministers and Regional Executive Councils, and reorganisation of the Government Service is already being carried out to meet the needs of the new system. In particular it is essential to decentralise Departmental powers as part of the policy of increased Regional autonomy.

The Service will faithfully carry out the policy of the Government. It must at the same time be kept completely free from political interference and the rights of members of the Service will be fully preserved by the Governor as Head of the Service who will be advised on Service matters by a Public Service Commission.

### *Electoral System*

The new system of government under which policy will be decided and executive action directed by the Councils and laws passed and money voted by the Legislatures has been briefly described. The system is sound and workable and represents a great democratic advance.

But success will be achieved not so much by the machine but by the men who work it and everything will depend on whether the best men are elected and whether they will represent the best interests of those who have elected them.

How is this all-important aim to be achieved ?

The intention is that members of Regional Houses of Assembly should be elected by Electoral Colleges (in the North an Electoral College will be elected in each Province and in the West and East in each Division). These Colleges will be representative bodies specially elected with the sole function of electing the men who are to serve in the Regional Houses. The method of forming the Electoral Colleges will vary to meet local needs and circumstances but the purpose is that each Electoral College should be as representative of the Province or Division as can possibly be achieved, and detailed regulations will soon be made prescribing how the elections are to be conducted. It is of vital importance to the success of the whole constitutional experiment that everyone should closely study these regulations and understand how he is to play his part in making the Electoral Colleges truly representative. With this object in view every possible step will be taken to explain the electoral procedure throughout Nigeria.

### *The Time-Table*

There is still much detailed work to be done in preparing the legal documents to give effect to the new Constitution and there is a great deal of administrative work to be completed in reorganisation of Government machinery to serve the new system which is to be introduced. This work is proceeding apace, but it is not possible to foresee exactly when each stage in the programme will be reached.



The Secretary of State has said that he hopes to see the new Constitution introduced this year and everyone concerned is determined that there shall be no avoidable delay.

We hope that the elections can be held well before the end of the year in accordance with regulations to be made under an Order in Council and that the new Regional Houses and the new House of Representatives can meet for the first time before the end of this year or early in 1952.

### *A Challenge to Nigeria*

There are many thinking Nigerians who do not agree with some of the provisions of the new constitution. It would be surprising if it were not so. But the main constitutional structure worked out over the past two years in a process of full public consultation by a series of representative conferences commands wide support and represents the greatest single step forward ever taken in Nigerian political advance.

Nigeria has the largest population of any state in Africa. It is the largest territory in the British Colonial Empire. The Commonwealth and the world will watch how Nigerians use the new opportunities which lie before them. It is surely the duty of everyone who has Nigerian interests at heart to make this great experiment in practical democracy succeed.

## Appendix G

### NIGERIAN SPORT IN 1950

By C. E. NEWHAM

*(President, Nigerian Olympic and Empire Games Association).*

The special importance of 1950 in the history of sport in Nigeria is founded upon significant developments in the previous two years. In 1948, when the Olympic Games were held in London, a small team of Nigerian athletes visited England for the first time to gain experience. They did not take part in the Olympiad, Nigeria then being ineligible. In 1949, again for the first time, another small team officially took part in the Empire Games in New Zealand, acquitted themselves worthily and, through Majekodunmi, gained second place in the high jump.

In the autumn of 1949, the Nigeria Football Association accepted an invitation to send a representative team to England for the first time. The brief tour aroused nation-wide interest and enthusiasm in Nigeria and though only two matches were won, the tourists proved themselves good footballers and good sportsmen against some of the best amateur clubs in England. Meanwhile the devotees of other sports were bestirring themselves and before 1949 closed the Lagos and District Hockey Association had completed the first full season of organised hockey in Nigeria and the initial steps had been taken to establish an all-Nigeria body. There was also talk of an overseas cricket tour and the possibility of establishing a Board of Control.

The sports movement began to gather momentum early in 1950 and, during the athletics season, it became known that efforts were being made to form an Olympic Association and an Empire Games Association. Enthusiasts began to realise for the first time that Nigeria might take some part in the 1952 Olympic Games certainly in athletics and possibly in other events. By September the Nigeria Hockey Federation had been founded and had made application for recognition by the International Federation. The Football Association enjoyed a boom season and its supporters began to think of international possibilities. The Governor's Cup, the national championship, attracted record attendances, and the honours of the season were fairly shared by the outstanding teams of the Railway and the United Africa Company. Boxing increased in popularity and the new Board of Control had established for itself a well-merited place among national institutions.

By September, much quiet and largely unpublicised work had been rewarded by the foundation of the Nigeria Olympic and British Empire Games Association, in accordance with the requirement and regulations of the organisations responsible for the world's greatest gatherings. Efforts to form this essential Association had throughout received the active support and encouragement of His Excellency the Governor, and shortly after the formal inauguration he consented to become its first Patron.

On 5th November, 1950, an application was made to the International Olympic Committee for recognition, a necessary preliminary to Olympic participation. The application explained that the Nigeria Association was broadly based upon all the national governing bodies for sport in Nigeria, that the principal bodies from an Olympic standpoint were the Amateur Athletic Association, the Football Association and the Hockey Federation, and that associated with them on the Olympic Council, as in the case of Britain, were the governing bodies for cricket, lawn tennis, polo, table tennis and for Army and Police sports organisations. As some indication of the growing strength of the sports movement in Nigeria, it was pointed out that the A.A.A. had 71 affiliated associations and clubs and the F.A. 26 associations and 600 clubs.

As 1950 ended, the International Olympic Association cordially welcomed Nigeria to the Olympic Family of Nations as the 69th member and accorded provisional recognition, later confirmed. Subject to ratification formally at the forthcoming Olympic Congress in Vienna, the way will be open for Nigeria to take part in the 15th Olympiad in Helsinki. There is marked enthusiasm throughout Nigeria for this inspiring adventure and it has recently been stimulated still more by the successful visit of Arthur Wint and E. Macdonald Bailey, famous Olympic athletes, by the subsequent inter-colonial meeting, and by the setting up of new records, some of them within Olympic range.

During the closing stages of 1950, there was also an active resumption of earlier discussions about the provision of a National Stadium and plans are now taking definite shape. There were also discussions about coaches for all sports and for physical education and recreation generally, and these should assume the form of practical proposals in the near future. Finally, there were not a few enthusiasts during 1950 who began to think of the time when Nigeria might be the host country for Pan-African Games, perhaps even for the Empire Games. Such discussions, tentative and provisional though some may be, do indicate the nature of thought and activity in Nigeria last year and at the present time. 1950 was indeed a year of marked success in performance and in development of all types of athletic and sporting activity. On a long-term view it was of still greater interest and importance as an outstanding planning and formative year in which much thought and voluntary labour were devoted to preparations for Nigeria's entry into the true international field, and to the development internally of sport and sportsmanship and the talent which will enable Nigeria to be worthily represented.

## Appendix H

### THE FITZGERALD REPORT

The Commission of Enquiry on the disorders in the Eastern Provinces of Nigeria which took place in November, 1949, published its report in June, 1950 (Colonial No. 256). An exchange of despatches between the Governor and the Secretary of State for the Colonies was published at the same time (Colonial No. 257). The Commission was composed of Sir William Fitzgerald (formerly Chief Justice of Palestine) as Chairman, Mr. S. O. Quashie-Idun (Judge of the Gold Coast Supreme Court), Mr. A. A. Ademola (Judge of the Nigeria Supreme Court) and Mr. R. W. Williams, M.P.

The events that led up to the appointment of the Commission were the serious troubles at Enugu Colliery in November, followed by riots in Aba, Port Harcourt, Onitsha and Calabar. The Enugu miners started a go-slow strike on 8th November claiming, at first, arrears of pay from 1946 and 1947, the up-grading of hewers, housing and travelling allowances, and later making other demands as well. On 10th November the Colliery Management summarily dismissed 50 hewers and made similar dismissals in the next few days. On the 16th the Chief Commissioner Eastern Provinces, who had held a meeting on the 13th to discuss the possibility that the "go-slow" strike might develop into a "stay-in" strike, declined the offer of Mr. H. S. Honey, the newly appointed Senior Labour Officer at Enugu, to make a further approach to the Executive of the Miners' Union for a discussion. On the 17th he decided that armed police should remove the explosives from the stores at the Obwetti and Iva Valley mines at Enugu. On the morning of the 18th 25 police under Mr. F. S. Philip (Senior Superintendent of Police) removed the explosives from Obwetti mines and returned to Enugu by noon. Fifty police also removed the explosives from No. 2 and No. 3 stores at Iva Valley. But when the police party detailed to remove the explosives from No. 1 store reached the magazine, they found that the quantity of explosives there was much greater than had been reported to them, and more than they could take back in the lorries in which they had come. Colliery workers would not help and it was decided to get an engine and wagons from Enugu, since the railway, unlike the road, runs right up to the store. The engine arrived at Iva Valley at 1 p.m., by which time, according to the police officer in charge, some 1,500 miners had collected round the store. Since the officer who had evacuated stores Nos. 2 and 3 had reported he had difficulty in coming away and that the position was deteriorating, seventy-five police with rifles under Mr. Philip were sent to reinforce the fifty already at No. 1 store. They arrived at 1.30 p.m. Mr. Philip, the senior police officer there, decided he could not at the moment remove the

explosives and that it was advisable to dispose his forces out of contact from the crowd by taking them across a footbridge and posting them on high ground beyond. But, as they were crossing, Mr. Philip decided that the situation was such that he would have to open fire. Twenty-one miners were killed and some 51 wounded, of whom 29 had to be admitted to hospital. Riots and looting followed during the next week in Aba, Onitsha, Port Harcourt and Calabar.

In its report the Commission included an introductory section on political trends in Nigeria, a review of the position of trade unionism in the territory, a survey of the history of industrial relations at Enugu Colliery and then a detailed account of the events at Enugu and the rioting which followed elsewhere. The Report concluded with a number of recommendations for improving labour relations in the future.

The main lesson which the Commission drew from their investigations was the necessity in West Africa of ensuring that industrial disputes were not made the pawn of local politics. The Commission recognised the work the administration had done to help the development of trade unionism but felt that often while laws had been placed on the statute book the spirit that should have made them work was lacking and the confidence of the workers had not been won. On the other hand frank criticism was addressed to the members of the Nigerian trade unions for the lack of responsibility which had characterised their activities and for the unfortunate choice of leaders that had too often been made, men—as the Commission pointed out—“whose sole claim to leadership appeared to be their ability to declaim about ‘imperialistic exploitation’ or similar phrases, which are culled from propaganda, the authors of which are not in the slightest degree interested in advancing the material prospects of the workers of the territory.”

In particular Mr. Ojiyi, Secretary of the Colliery Workers' Union at the time of the disturbances, was singled out for his utterly unscrupulous and dishonest behaviour and his baneful influence was held to be responsible for a great deal of the industrial tension at Enugu. “The miners were disputing because they were led to believe that there was money due to them and on deposit at the Colliery office, and that it was being withheld. That in fact was untrue. The miners were induced to this belief by the worthless and dishonest Ojiyi, and by the lie, we cannot avoid the conclusion that it was a deliberate lie, published in the newspaper *New Africa* to the effect that £800,000 was due to the miners and was being purposely withheld from them. It was Ojiyi's influence and the malicious newspaper statement that led the miners to the action at the magazine store that eventually caused the death of twenty-one and the wounding of some fifty-one others of whom twenty-nine had to be admitted to hospital. It may seem incredible that any newspaper should have been guilty of such an offence, but we are forced to the conclusion that the major part of the press of Nigeria discloses a degree of irresponsibility that bodes no good for the people of the country or for the furtherance of their political aims.”

In considering the events leading up to the shooting at Iva Valley the Commission was of the opinion that the Colliery Management made a "major blunder" in dismissing hewers summarily from 10th November, that the Chief Commissioner should have allowed the Senior Labour Officer to approach the Executive of the Miners' Union and that in deciding the explosives should be removed from the mines by armed police he was wrongly treating the miners' dispute as a political agitation rather than an industrial dispute. As for the events of 18th November, the Commission blames those responsible for the preliminary arrangements for removing the explosives from the mines, arrangements which resulted in the police being kept hanging about at No. 1 store for hours while tempers were frayed and tension was rising. The Commission acknowledge that Mr. Philip and his party were to an extent the victims of these arrangements but consider that in the extreme measures he took he made an error of judgement. He acted in all honesty, but fell short of that standard that might be expected from his rank and seniority.

The Commission found that the riots which followed in Aba and elsewhere were inspired by political agitators using the tension which existed for their own ends. They roundly condemn those responsible, praise the Chief Commissioner Eastern Provinces, the Administration and the Police for the firm steps taken to restore law and order and conclude their chapter on the riots as follows: "In British politics there is no limit to the constitutional demands that a people are entitled to make, and there is no limit to the constitutional means they are entitled to adopt to achieve them, but the use of force to cow the civilian community, or to thwart the disciplined forces of the State in the performance of their legitimate duty, can be tolerated by no Administration, whether that Administration takes the form of the present constitutional Government of Nigeria or full self-Government."

Lastly the Commission made important recommendations for the improvement of industrial relations in the future. Government proposals to set up statutory corporations to manage Government owned industries were welcomed, and detailed proposals for a system of conciliation independent of the Government were put forward. The Commission also recommended that the status of the Labour Department should be revised.

In the exchanges of despatches published at the same time as the Commission's report, the Governor thanked the Commission for the constructive proposals they had made and he emphasised the Government's determination to build up strong and responsible trade unions. He could not however agree with the finding that the Chief Commissioner had treated an industrial dispute as a political agitation. The Secretary of State in the main accepted the Governor's view. The Secretary of State emphasised the urgent need to improve industrial relations at Enugu and in Nigeria generally; he therefore proposed that a small group of experts in trade union organisation and

labour relations should visit Nigeria to help work out in detail how the recommendations of the Commission should be put into force. This visit took place later in the year.

The same elements that stirred up riots in the Eastern Provinces, tried again to take advantage of the situation when the report appeared by inflammatory speeches, violent abuse in the press, and demonstrations, but they failed. The non-Government members of the Eastern Houses of Assembly passed a unanimous vote of confidence in the Chief Commissioner, coal production at Enugu under the new Coal Corporation rose during the year by 30,000 tons, the new legislation to implement the Commission's main recommendations is being prepared, and there is good reason for thinking that out of the Enugu tragedy will come better machinery for industrial conciliation and better labour leadership and management to enable that machinery to operate smoothly.

# Appendix I

## COLONIAL DEVELOPMENT AND WELFARE SCHEMES, 1950

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Agriculture			
Agricultural Development ...	D754	C. D. & W. vote and Nigerian recurrent expenditure	Extension of services throughout Nigeria.
Experiments in the Mechanical Harvesting and vetting of Fibre	R421	C. D. & W. vote	Research into improvement of rice growing.
Rice Research ...	R224	C. D. & W. vote and Nigerian recurrent expenditure	For investigating and checking soil erosion.
Soil Conservation, Eastern Provinces ...	—	Nigerian recurrent expenditure	Preliminary stage of West African Organisation.
West African Agricultural and Forestry Research Organisation	R305	C. D. & W. vote	West African organisation.
West African Pest Infestation Survey ...	R90B, C, D, & E	C. D. & W. vote	
Broadcasting			
Establishment of a Broadcasting Service ...	D1482	C. D. & W. vote	Construction of buildings connected with the Ten-Year Plan.
Building Programme for Development Plan ...	D468, D468A	C. D. & W. vote and Nigerian loan funds	Temporary officers to help provincial administrations in development work.
Development Officers ...	D473	C. D. & W. vote	
Education			
Development of General Education ...	D735	C. D. & W. vote, Nigerian recurrent expenditure and loan funds	Expansion of secondary education and teachers' training facilities.
Development of Technical Education ...	D491	C. D. & W. vote and Nigerian recurrent expenditure	For training artisans and technicians.



Appendix I continued

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Technical Education—Nigerian College of Arts, Science and Technology ... ..	D1381	C. D. & W. vote and Nigerian recurrent expenditure	To provide a College for technical education at the higher levels with branches at Ibadan, Zaria, and Enugu.
Psychological Research ... ..	R315	C. D. & W. vote	Investigations into selection methods for technical institutes and trade schools (Dr. Tooth).
Rural Training and Demonstration Centre ... ..	D930	C. D. & W. vote and Nigerian recurrent expenditure	To set up a centre at Asaba.
University College, Ibadan :			
Architects' Fees ... ..	D922	C. D. & W. vote	For staff accommodation, laboratory equipment and library books.
Capital Works ... ..	D803	C. D. & W. vote	To provide basic services on the site, staff housing and laboratory equipment.
	D1115	C. D. & W. vote	For utility buildings.
Staff Appointments ... ..	D1274	C. D. & W. vote	Appointment of Principal, Registrar, etc.
Surveyor and Setting Out Engineer ... ..	D753	C. D. & W. vote	
Electricity Development ... ..	D1248	C. D. & W. vote	
	D467	C. D. & W. vote and Nigerian loan funds	Scheme to extend electricity undertakings.
Ethnographic Survey ... ..	—	C. D. & W. vote and Nigerian recurrent expenditure	Under officer of International African Institute.
Fisheries Development ... ..	—	Nigerian recurrent expenditure	To develop creek and river fishing.
Forestry Development ... ..	D752	C. D. & W. vote and Nigerian recurrent expenditure	To establish a proper forestry estate throughout the country.
Geology			
Geological Survey ... ..	D784 D784A	C. D. & W. vote and Nigerian recurrent expenditure	Expansion of Geological Survey work.

# Appendix I continued

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Appointment of American Geologist under E.C.A. ...	D1191	C. D. & W. vote	For secondment of American geologists.
Investigation into Coals and Lignites ...	—	Nigerian loan funds	To investigate deposits, processing and by-products.
Marine Development ...	—	Nigerian recurrent expenditure and loan funds	
Medical and Health			
Helminthiasis Research ...	R322, R322A	C. D. & W. vote and Nigerian recurrent expenditure	Investigation into Helminthiasis with particular reference to Loiasis.
Leprosy Control ...	D366, D366A & B	C. D. & W. vote, Nigerian recurrent expenditure and Native Authority funds	Scheme to gain preliminary experience of leprosy control in a few specified areas.
Malaria Service ...	D450, D450A & B, D1026	C. D. & W. vote and Nigerian recurrent expenditure	To provide improved facilities for malaria research and extension of staff training work.
Physiological Research ...	R286, R109, R109A, B, & C	C. D. & W. vote	Research in hot climate physiology.
Production of small-pox and yellow fever vaccine ...	—	Nigerian current expenditure	To provide these vaccines locally.
Survey of Schistosome Snails ...	R401	C. D. & W. vote	Hospital facilities for the Medical Faculty.
University College, Ibadan : Teaching Hospitals	—	Nigerian recurrent expenditure	
Virus Research Institute, Lagos	R382	C. D. & W. vote	
West African Institute of Trypanosomiasis Research ...	R140, R140A & B	C. D. & W. vote and West African Government's recurrent expenditure	Research on all aspects of trypanosomiasis in West Africa.
West African Virus Research Institute ...	R125 (b), & A, B & C	C. D. & W. vote	Formerly the Rockefeller Yellow Fever Institute. Contributions for running costs and provision of staff.
	R323, R348		

Appendix I continued

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Meteorological Services ... ..	D1174	C. D. & W. vote and Nigerian recurrent expenditure	To develop the Meteorological Services.
Roads			
Roads Development ... ..	D431, D431A & B	C. D. & W. vote, Nigerian recurrent expenditure and Native Authority funds	For the construction and improvement of the road system in Nigeria.
West African Road Research Laboratory	R347	C. D. & W. vote and West African Government's recurrent expenditure	For investigation of tropical road building problems.
Social Welfare ... ..	—	Nigerian recurrent expenditure	Local expenditure on Social Welfare services.
Sociological Research 1 ... ..	R320	C. D. & W. vote	Socio-economic surveys in Owerri Province by Mr. Ardener and in Zaria Province by Mr. Smith.
2 ... ..	R342, R342A	C. D. & W. vote with transport costs from Nigerian recurrent expenditure	Socio-economic survey of Yoriba community at Oshogbo by Mr. Schwab.
Telecommunications Development	D449	C. D. & W. vote and Nigerian loan funds	Improvement of telegraphic, telephonic and wireless services.
Textiles Development ... ..	D534 & 534A	C. D. & W. vote and Nigerian recurrent expenditure	To assist the peasant population to improve the quantity and quality of their output.
Town Planning and Village Reconstruction ... ..	D574	C. D. & W. vote, Nigerian recurrent expenditure and Development Board funds	Assistance in town planning and village development under the guidance of a Town & Planning Officer.
Veterinary			
Tsetse Control in Northern Nigeria ... ..	D1202	C. D. & W. vote	

# Appendix I continued

<i>Title</i>	<i>No.</i>	<i>Source of Finance</i>	<i>Comments</i>
Veterinary Development ...	D751	C. D. & W. vote and Nigerian recurrent expenditure	For treatment of disease, livestock improvement, etc.
West African Veterinary Research Organisation ...	R304	C. D. & W. vote	Preliminary work to establish a research organisation.
Water Rural Water Supplies ...	D437	C. D. & W. vote, Nigerian recurrent expenditure on preliminary survey work only	To provide water supplies in rural districts.
Urban Water Supplies ...	D438 & 438A	C. D. & W. vote and Nigerian loan funds	To provide water supplies in urban districts.

## VALUE OF SCHEMES IN EXISTENCE IN 1950

<i>Scheme No.</i>	<i>Overall C.D.W. Grant</i>	<i>Scheme No.</i>	<i>Overall C.D.W. Grant</i>
	£		£
D.754 . . .	781,883	D.366 & A.B . .	429,883
R.421 . . .	6,000	D.450 & A.B. . .	1,332,941
R.224 . . .	65,000	D.1026 . . .	13,650
R.305 . . .	9,000	R.286 . . .	31,850
R.90B. & C.D.E. .	31,190	R.109 & A.B.C . .	25,939
D.1482 . . .	190,000	R.401 . . .	1,200
D.468 & A. . .	1,390,654	R.382 . . .	200,000
D.473 . . .	400,000	R.140 A. & B. . .	222,833
D.735 . . .	370,171	R.125(b) & A.B.C.	51,000
D.491 . . .	401,000	R.323 . . .	3,880
D.1381 . . .	50,000	R.348 . . .	1,300
R.315 . . .	4,400	D.1174 . . .	67,400
D.930 . . .	56,060	D.431 & A.B . .	2,195,430
D.922 . . .	19,500	R.347 . . .	5,575
D.803 . . .	167,700	R.320 . . .	5,170
D.1115 . . .	332,821	R.342 & A „ „	3,733
D.1274 . . .	50,000	D.449 . . .	230,000
D.753 . . .	21,450	D.534 & A . . .	60,000
D.1248 . . .	3,650	D.574 . . .	156,000
D.467 . . .	370,000	D.1202 . . .	355,960
D.752 . . .	358,113	D.751 . . .	330,280
D.784 & A . . .	132,800	R.304 . . .	5,750
D.1191 . . .	20,660	D.437 . . .	1,889,000
R.322 & A . . .	24,275	D.438 & A . . .	940,500

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FOR THE YEAR

# 1951

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## PART I

### Review of the Year 1951

#### THE NEW CONSTITUTION

In annual reports of this kind it is sometimes not easy to pick out this or that event or series of events as the most important of the year. For 1951 there is no such difficulty. The most important event of the year in Nigeria was undoubtedly the bringing into force of the new constitution by the Nigeria (Constitution) Order in Council, 1951, and other statutory instruments.

This constitution gives new responsibilities and opportunities to Nigerians in public life and to ordinary citizens. Under the previous constitution the Legislature was already predominantly a Nigerian body. Under the new constitution not only has the Central Legislature become a House almost entirely composed of African elected representatives, but the principal instrument of policy corporately responsible for executive action is now a Council of Ministers of which the majority of members are Nigerians. Similar large responsibilities are given to Nigerians in the three Regions, Northern, Western and Eastern, into which Nigeria is now divided. The Regional Houses, composed almost entirely of Nigerians, may legislate on a large number of important subjects from agriculture to town planning; similarly the principal instrument of policy with corporate responsibility for executive action in each of the Regions is a Regional Executive Council with a Nigerian majority.

Nearly all the members of these Regional Houses are chosen by electoral colleges formed in various ways in the different Regions. In all the Regions, however, the first stage for choosing representatives is a series of primary elections at which all adult male taxpayers may vote. Thus, in 1951, for the first time in Nigeria's history, the country went to the polls. The procedure was entirely strange in many parts and a country-wide campaign had to be undertaken by the Public Relations Department, the Administration, Native Authorities and others to bring home to the people the significance of the new constitution, and make known to them the times and places of elections and the way to record their votes. Some idea of the extensive administrative arrangements necessary for the election is given by the fact that in the Kano Province alone 5,747 primary elections were held.

In the first two Appendices to this Report there are more detailed accounts of the elections in various parts of the country, and only a few generalisations will be given here in so far as such generalisations are possible in a country as large as Nigeria where conditions vary so widely.

First it should be put on record that, strange as the procedure was to many Nigerians, the elections were carried through with orderliness and decorum. There were very few complaints and protests and the

only serious disorder at election time was in Benin Province where there was violent electioneering by the two main parties—the Otu Edo and the Reformed Ogboni Society. Both local government elections and elections for the Western House of Assembly had to be postponed for some time as a result of the troubles there.

Interest in elections varied, but on the whole it was true that, as one would expect, the intermediate and final stages of election to the Regional Houses attracted more interest than the primaries. Interest in these was least in isolated rural areas or in areas like Bamenda Province where there is a strong feudal tradition and the idea of electing representatives is entirely novel.

The number of contested primaries was sometimes only a very small proportion of the number of primary electoral units. In Ikot Ekpene there was only one contest in 450 such units. But this did not necessarily mean that an election had not taken place. The villagers would often come together and make their own choice before the election date, then simply notify the Returning Officer on the date that such and such a person had been chosen without a contest. An example of that procedure is given in the Report on the Western House of Assembly elections set out in Appendix A ; the electoral officer in one area received a certificate on 30th July stating that the primary election had been held at 12 noon on 13th August and that such and such a person had been elected. When contests did take place in the primaries, voting was mainly for persons, not political parties. Party politics only appeared in the towns (in Calabar for instance where the primaries were fought on a party basis between the N.C.N.C.\* on one side and the Calabar Welfare Group and Calabar Improvement League on the other), and in the later stages of the electoral colleges. In Kano, for example, the N.E.P.U.† and the N.C.N.C. joined forces and obtained all four places allotted to the Birnin-Kano area in the final electoral college, though none of the four members of these parties was eventually elected to the Northern House of Assembly.

In the final electoral colleges there was usually intense competition between the members for election to the Regional Houses. In the Plateau Province, as is described in Mr. Niven's article in Appendix B, all 60 members of the college nominated themselves for election to the Northern Regional House. In Bornu, of an electoral college of 95, nearly half the members offered themselves for election for the eight provincial seats in the Northern House.

The candidates returned at all levels were a fair cross section of the population. The 697 candidates returned in the primaries at Ikot Ekpene were made up as follows :

Farmers	.	.	.	.	399
Traders	.	.	.	.	222
Artisans	.	.	.	.	38
Teachers	.	.	.	.	19
Clerks	.	.	.	.	4
Others	.	.	.	.	15

\* National Council of Nigeria and the Cameroons.

† Northern Elements Progressive Union.

In the North the members elected to the House of Assembly included a large number of Native Authority officials, but these were by no means the only class of persons chosen. The eight members from the Benue Province, for instance, included three Native Treasury officials, two school masters, one Government Clerical Service pensioner, one editor and one contractor. The five members from Zaria comprised two heads of Native Administration departments, one district head, one newspaper editor and a non-Moslem headmaster of a Mission school.

#### LOCAL GOVERNMENT

Although the introduction of the new constitution overshadowed the changes that are taking place in local government, these should certainly not be overlooked in any account of the chief events of the year. The introduction of modern and democratic local government institutions continues and the influence of United Kingdom practice is becoming strongly marked. In the North where the Native Authority system evolved has been copied so widely all over tropical Africa, a Joint Select Committee of the Northern Regional Council was appointed to examine the whole local administrative structure. Its recommendations have now been accepted by the Lieutenant-Governor. They include the abolition of chiefs as sole Native Authorities. Chiefs have now agreed that they will be bound by the advice of their Councils except when the District Officer or Resident agrees that the chief may deviate from that advice. Other recommendations included the extension of the system of "Outer Councils," the possibility of establishing Local Government Committees and the increased delegation of financial powers to Native Administrations.

In the West further increases have been made in the proportion of elected persons on Native elected Councils. In Oyo Division, for instance, where until 1945 the Alafin was sole Native Authority, today he is President of a Divisional Native Authority Council, two-thirds of the members of which are elected commoners. Small Native Authorities are being federated into larger and stronger units and there are now only 53 Native Authorities in the Region compared with 147 in 1945. The system of Native Authority Committees is being extended, and these now include Educational Committees, Committees on Native Law and Custom and Executive Committees to deal with minor matters which may arise between full meetings of Native Authority Councils. Some Native Authorities are appointing executive officers or secretaries with much the same functions as the clerk of an English local authority. Six Native Authority employees from the Region went overseas in 1950 to study local government in England and both officials and councillors attended courses in local government arranged in 1951 by the Department of Extra-Mural Studies of the University College at Ibadan.

In the West and North local government reform is being carried out by the modification of existing institutions. In the East, for reasons explained in more detail in Part III, Chapter 3, it has been decided to



do away with the Native Authority system and set up a series of councils on familiar English lines. The Eastern Region Local Government Ordinance (No. 16 of 1950), empowering the establishment of these councils, was passed in 1950 ; the Ikot-Ekpene County Council, the first County Council to be set up under this Ordinance, came into being on 1st April, 1951.

Preliminary plans have been prepared for the organisation and introduction of similar councils in Owerri Province.

#### THE CIVIL SERVICE

The increased responsibilities of Nigerians in central and local government have been accompanied by increased opportunities for work in Senior Civil Service posts. From the time when the recommendations of the 1948 Commission on the Nigerianisation of the Civil Service were accepted by the Nigerian Government, up to the end of 1951, 410 Nigerians had been appointed or promoted to Senior Service posts, and over 400 awards of scholarships and grants for training courses had been made. In addition study leave has been given to some 100 Junior Service Officers to enable them to improve their skills or knowledge. One hundred and fifteen Government scholarships were awarded during 1951. Of the students receiving them, 61 came from the West, 46 from the East and only eight from the North which, with half the population of the country, is still behind the West and East in the numbers and range of its schools.

The Nigeria Constitution Order in Council, 1951, established a Public Service Commission to advise the Governor on matters affecting the Public Services.

#### FINANCE

All the political activity and the large scholarship schemes described above have been facilitated by the buoyancy of Nigerian revenue in the post-war years. Commercial activity has been intense, the prices of Nigerian exports high, and revenue has reached new levels. Under the new constitution the Regions will have revenues of their own as opposed to simply receiving an allocation from central revenue, and the recommendations of a strong Revenue Allocation Commission setting out principles on which the creation of regional revenues might be based have been broadly accepted by Government. Details are given in Part II, Chapter 3 below. In September, 1951, a Nigerian Government loan of £6,800,000 was floated on the London market to help finance the development programme. It was heavily over-subscribed.

As might be expected the volume of currency in circulation has risen greatly in recent years, and during 1951 demands for currency reached unprecedented levels. The currency in circulation in 1951 was over £39,000,000, over six-and-a-half times the amount in circulation in 1941. The existence of this vast volume of currency was one of the factors responsible for the springing into existence of a number of mushroom banks. A Banking Bill was prepared in 1951 to control

the establishment of banks in the interest of the public and of the banking profession.

#### COMMERCE

The value of external trade during 1951 was nearly £215,000,000. This was nearly £63,000,000 more than the 1950 figure of £152,000,000 which was at that time the highest figure reached in the history of the country. Imports amounted to over £84,000,000 and there was some rise in the quantity of goods supplied, in spite of some shortages, as well as in their value. The United Kingdom remained much the most important supplier, but its share of Nigeria's import trade dropped to 52 per cent from 60 per cent in 1950. There was a striking increase in imports both from Germany and from Italy. Cotton piece-goods remained the chief import with rayon products second ; the value of rayon imports has risen by over 220 per cent since 1949.

The total value of exports was over £130,000,000 compared with £90,000,000 in 1950. The increases in 1951 were mainly due to the sharp rise in prices paid for practically all Nigeria's principal exports. Cocoa, oil palm produce and groundnuts remained the leading exports. There were large increases in the production of rubber and timber ; cocoa and cotton production also rose but the 1950-51 groundnut crop was the poorest for many years. The 1951-52 groundnut crop, however, was over 400,000 tons, the largest ever recorded in the country.

#### PRODUCTION

Local food crops during 1951 were above average, but there is a great need for improvement in production methods if Nigeria is to become a richer country. The prices of export crops were very high and the quantity maintained much the same level as in the previous year. There were some very satisfactory improvements in quality which are highly necessary if Nigerian products are to withstand world competition. No less than 96 per cent of the cocoa bought by the Cocoa Marketing Board during the 1950-51 season was Grade I, and the Board now no longer purchases Grade III or Grade IV. The tonnage of special grade oil rose from 374 tons in 1950 to no less than 8,000 tons in 1951. The Board has renewed an agreement with the Ministry of Food which will assure Nigeria for some years ahead with a certain market for her exportable surplus of oil and oil seeds.

Very large sums of money are being devoted by the Regional Production Development Boards to the improvement of production methods both for food crops and export crops which is so essential to the well-being of the country. A list of the Boards' most important schemes is given in Chapter 6. They include the operation of oil mills in the West and East, the distribution of artificial fertilisers, particularly in the North, the elimination of tsetse in potential farming areas of Zaria, Kano and Katsina Provinces, a survey of cocoa soils, the establishment of a 20,000 acre cattle ranch in the East and a scheme for mechanising rice cultivation in Sokoto. In addition to all these pro-

jects the Boards are spending large sums on the improvement of roads.

These important schemes being undertaken by the Boards demand large sums of money. But money is not enough if production in Nigeria is to be increased to the levels essential for the country's prosperity. A spirit of self-help in the hearts of the people is also equally essential. That is why the community development work being undertaken, particularly in the East, under the direction of Mr. E. R. Chadwick, O.B.E., is so very important. Community development work in that Region includes the completion of 600 miles of motor roads with another 300 miles under construction, and the building of 34 maternity units, 26 village halls, 61 improved markets, five co-operative consumer shops, 87 village schools, 23 domestic science schools and 54 segregation villages for lepers. All this work is being undertaken with the sum of only £50,000 a year set aside for five years from Colonial Development and Welfare funds.

Progress was also made during the year in combating those diseases of plants and animals which constantly hinder efforts at production increases. The Western Regional Production Development Board is financing the campaign against swollen shoot disease by which each infected area is sealed off by a *cordon sanitaire*. Progress so far has been encouraging. There were also encouraging results from the use of antrycide as a prophylactic against trypanosomiasis in an experiment on cattle travelling on the hoof through tsetse-infested areas between Kano and Ilorin.

The volume and value of timber exports increased very greatly during the year, but this was due to a temporary timber boom which has since subsided.

Mining output was much the same as in 1950, but, owing to the exceedingly high prices of tin, tin exports were worth about 49 per cent more than they had been in the previous year. The plans for development of the lead-zinc deposits at Abakaliki continue, and the Shell D'Arcy Company continue their investigations into the possibilities of an economic oil field in the Eastern Region.

The most important new industrial establishments set up were a fruit-canning factory at Ibadan, financed by the Western Regional Production Development Board, and textile weaving mills at Lagos and Kano, owned by Nigerian companies and initially operated on their behalf by the Department of Commerce and Industries.

Co-operative societies had a year of ups and downs. Credit societies continue to flourish, particularly in Calabar, but some of the other types of societies were not so successful. An interesting development was the formation of a Co-operative Group Farming Society at Asejire in the Western Region. The formation of this society was sponsored by the Western Regional Production Development Board who will plant and maintain permanent crops in the area while the member farmers inter-plant annual crops and harvest the fruit of the permanent trees. Asejire is in an area where cocoa trees are dying of swollen shoot, and where farmers need alternate sources of income.

## EDUCATION

Good progress was made with the building of the Halls of Residence and other buildings on the new site at Ibadan University College. When these buildings are complete, the College will be able to move from the present temporary site and to extend its numbers considerably. The Nigerian Government has provided the sum of £1,500,000 to build a teaching hospital at the College.

A start was made with the construction of the Nigerian College of Arts, Science and Technology, which will provide technical education at the higher levels. The educational expansion that has been such a marked feature of post-war years continued during 1951, and there was an increased demand for education from all classes in the Northern Region.

Government expenditure on grants-in-aid has by now become so heavy that, as was mentioned in the 1950 Report, the local communities will soon have to bear an increased share in the cost of primary education. A few local authorities have already approved education rates.

The demand for adult education has increased and the total 1951 enrolment in adult education classes was 88,700, an increase of 26,000 over the 1950 figure.

## HEALTH

There was rapid expansion in the medical services of Nigeria during the year; progress was greatly helped by the improvement in the recruitment of staff. Three new general hospitals were completed and many existing hospitals improved or enlarged. Nurses' training was improved and extended. Progress was made with the establishment of a Medical School in the Northern Region at Kano. There were most important and encouraging results in the treatment of leprosy by sulphone at Uzuakoli. The experimental malaria scheme at Ilaro has made a most promising start. A new Rural Health Service has been established and the number of maternity and child welfare clinics increased.

## HOUSING

The most interesting development of the year was the work on the new satellite town at Apapa being carried out by the Lagos Executive Development Board. The creation of the town involves the reclamation of swamp land by the dredging of some 5,000,000 cubic yards of sand from the lagoon. Successful experiments have been made with a surface for the town's roads which will be cheap and require the minimum of stone, which is not obtainable nearby. Details are given in Chapter 7.

## BUILDINGS

Many large and important public buildings were constructed during the year. These included, in Lagos, the House of Representatives building and the offices for the Governor and Council of Ministers.

Work elsewhere on buildings required for the operation of the new constitution included the completion of the Lugard Memorial Hall in Kaduna, and large extensions to the Secretariat buildings at Kaduna and Ibadan. Other buildings under construction in Lagos include a six-storey block of offices, which will be one of the tallest buildings in the city, and a new Supreme Court to replace the altogether inadequate present structure in Tinubu Square.

#### COMMUNICATIONS

The country's road system was further extended and there are now over 28,200 miles of road. The Railways had a much better year than was anticipated, but there is still anxiety over the slow rate of repair in the workshops. A Railway "go-slow" strike in December dislocated traffic movements. There is an urgent need for improvement in port facilities at Lagos, and a large extension is being built to the deep-water wharf at Apapa.

#### BROADCASTING

The new Nigerian Broadcasting Service was established during the year. It has been decided to build a 20 k.w. National Station which will give out a signal as strong or stronger than the powerful station at Brazzaville. There will be  $7\frac{1}{2}$  k.w. short wave transmitters at Kaduna and Enugu. It is aimed to train Nigerians to do as much of the work as possible and six Nigerians were sent to the B.B.C.'s special Colonial Broadcasting Course in August, 1951, with encouraging results.

#### PUBLIC RELATIONS

Much of the time of the Public Relations Department during the year was taken up with a countrywide educational campaign about the new constitution. A series of pamphlets were issued in English and vernaculars dealing with the structure of the constitution, and with questions affecting the different Regions. A special pamphlet of questions and answers was issued to clarify points raised in public discussion following the distribution of the main series of pamphlets. The Department's cinema vans were widely used during the campaign. They toured rural areas and showed films depicting parliamentary procedure. Special articles and notices giving instruction and advice to voters were also published in the local press.

Other activities of the Department included the showing of the film "Smallpox" made by the Film Production Unit, and described by London critics as one of the best documentaries of its kind ever produced by a Colonial Unit.

The Regional Public Relations Office at Enugu produced in May, 1951, the maiden issue of a weekly paper *The Eastern Outlook and Cameroons Star*. The paper is sold at 2d. per copy instead of being given away free like the *Nigeria Review* issued by the Public Relations Department, but had already obtained a circulation of 10,000 by the end of the year.

## SPORT

Nineteen-fifty-one was a great year for Nigerian athletics. During the year the International Olympic Association approved Nigeria's participation in the Fifteenth Olympiad due to take place at Helsinki during the summer of 1952. Interest was stimulated by the visits of Arthur Wint and E. MacDonald Bailey, and of J. A. Jeffrey, the Oxford University Athletic Club Coach. Funds were raised locally for an Olympic Team after some very encouraging results at the Nigeria Athletic Championships, particularly by the high jumpers, four of whom cleared 6 ft. 6 ins.

## PART II

### Chapter 1: Population

#### NUMBERS

THE estimated population of Nigeria is at least 26,000,000. The last census was in 1931 when the population was estimated at just under 20,000,000. The present figure is based on the annual estimates made by the Provincial Administration of the population of the various administrative divisions of Nigeria and the Cameroons. The estimates are made from the annual returns of taxpayers and their accuracy varies. They are of limited value as guides to population trends, if only for the reason that women are not subject to direct taxation over most parts of the country. The numbers of women and children over large areas are, therefore, only very rough estimates.

A census of Lagos was carried out in February, 1950, and the report of this census was published in 1951 (*Population Census of Lagos, Kaduna*, Government Printer, 1951. 20s.). The census was the fullest yet carried out in any part of Nigeria. The population of the capital was found to be 230,000. A census of the whole of Nigeria will be undertaken in 1952-53. The census will be divided into three parts, each of the Regions being dealt with separately on the following dates :

Northern Region	.	.	.	July, 1952.
Western Region	.	.	.	December, 1952.
Eastern Region	.	.	.	June, 1953.

It would have been desirable to have taken the census on the same day throughout the country. This was not considered practicable owing to the size of the country, and the large number of persons required to operate the census. The questions to be asked have necessarily to be simple in order that they may be understood both by the enumerators and the enumerated. In order to simplify the work, the census will be carried out on a group basis, i.e., members of each house or compound will be treated as a group and will not be entered separately on the schedules.

#### TYPES

The predominant type in the population is the "West Coast Negro." The type is purest and commonest in the forest country of the south-east, into which overland migration has always been difficult and unattractive. In the north and west other very different stocks have mingled with the negro population. The Fulani and Shuwa Arabs, for example—the former widely but thinly distributed north of the forest zone, the latter practically confined (in Nigeria) to the neighbourhood of Lake Chad—represent types very far removed from the Negro,

and may be roughly described as "Mediterranean" and "Semitic" respectively. There are many conflicting theories about the origin of the Fulani, and all that is certainly known is that their ancestors spread westwards between the desert and the forest, reaching Bornu in the fourteenth century, and that they are to be found today in scattered communities over the whole of the Western Sudan, from Cape Verde to the Kordofan. Between the extremes represented by pure Fulani or Shuwa Arabs on the one hand and the Forest Ibo on the other, there exists a great variety of physical type, language and culture, the result of long and extensive intermingling of stocks, such as Berber, Bantu and Nilotic Negro, and in all but a few areas it is impossible to draw definite lines of ethnic demarcation.

#### MAIN GROUPS

The term "tribe" is consequently misleading as applied to most of the peoples of Nigeria, since the groups on which it is commonly conferred lack both self-consciousness and political unity. For descriptive purposes, however, it has been customary to list certain major groups, distinguished from each other by language. No record has been compiled since 1931 of the strength of these groups. At that time, the position was estimated to have been as follows: Hausa 3,600,000; Ibo 3,200,000; Yoruba 3,200,000; and Fulani 2,000,000. Four other groups—the Kanuri, the Ibibio, the Tiv and the Edo—were estimated at figures varying between 1,000,000 and 500,000 whilst the number of Nupe was believed to be about 330,000 and that of Ijaw 160,000.

The Hausa are simply a linguistic group consisting of those who speak the Hausa language as their mother tongue and do not claim Fulani descent, and including a wide variety of stocks and physical types; the greater part of this group is found in the northern emirates. The Fulani are intermingled with the Hausa and include all who claim descent (often only in the male line) from the true Fulani stock, which is today preserved only amongst the nomadic herdsmen ("Cattle Fulani") and a minority of settled communities which have not intermarried with the indigenous people. A majority of those listed as Fulani speak the Hausa, not the Fulani, language as the mother tongue. The Kanuri, most of whom live in the Chad basin, are a linguistic group, but have more physical homogeneity than either of the two already mentioned, and a political focus in the ancient kingdom of Bornu. The Tiv may properly be termed a "tribe." They form an almost solid block occupying a limited region on the lower Benue, have a uniform language and physique, believe themselves to represent a fairly recent immigration from the south-east and possess some political unity. The Nupe mostly live in the valley of the River Niger above its confluence with the Benue; like the Hausa, they are a linguistic group including various stocks and, since the Fulani conquest, have been divided amongst a considerable number of emirates.

The remaining main groups mentioned above are from the Eastern



and Western Regions, except a minority of the Yoruba. Edo or ("Idu"), the local name for Benin, denotes those who speak the language of that city. Benin was once the seat of a powerful dynasty, which has at one period or another dominated most of the present Edo-speaking peoples.

Both Ibo and Yoruba, especially the former, include a diversity of physical types. Many Ibo dialects differ so much amongst themselves as to be practically distinct languages. Yoruba, however, is spoken with some uniformity throughout the ancient kingdoms of the south-west. The Ibo-speaking peoples form an extensive and fairly solid block immediately to the east of the lower course of the Niger ; the Ijaw are their neighbours on the south-west and the Ibibio on the south-east.

Besides the large groups mentioned above, there is a very great number of minor linguistic groups, some comprising tens of thousands of individuals, others limited to single villages. These together accounted for the balance of  $4\frac{1}{2}$  million people in the 1931 census not included in the main divisions of the population. Many of these minor groups still preserve their distinctive languages and customs, but with improved communications there is a growing tendency towards assimilation, particularly in the north by reason of the spread of Islam and the Hausa language. Throughout the greater part of the Northern Provinces, Hausa is the language of the markets and trade routes.

#### VITAL STATISTICS

There are no accurate vital statistics except for Lagos. The recorded Lagos figures indicate that in the last twenty-five years (during which period the population of the town has doubled), the average death rate has fallen from 20 per 1,000 to 17 per 1,000 while the average birth rate has increased from 29 per 1,000 to 44 per 1,000. The death rates given are believed to understate the true rates. On the other hand, some of the considerable increase in the birth rate was no doubt due to fuller registration of births which took place in Lagos and to the registration of children born outside the boundaries of the township. Infant mortality fell during the same period from an average of 154 to 105 per 1,000 live births and the average percentage of still births to live births from 3.6 to 3.1.

#### TOWNS

As stated above, the 1950 population of Lagos, the capital of the country, was 230,000.

The population of the other main towns has been estimated as follows :

##### *Northern Region*

Kano	.	.	.	.	.	.	.	100,000
Ilorin	.	.	.	.	.	.	.	53,000
Maiduguri	.	.	.	.	.	.	.	43,000

## OCCUPATIONS, WAGES AND LABOUR ORGANISATION 15

### *Western Region*

Ibadan	.	.	.	.	.	.	.	335,000
Iwo	.	.	.	.	.	.	.	86,000
Ogbomosho	.	.	.	.	.	.	.	85,000
Oyo	.	.	.	.	.	.	.	79,000
Oshogbo	.	.	.	.	.	.	.	64,000
Abeokuta	.	.	.	.	.	.	.	54,000
Ede	.	.	.	.	.	.	.	51,000
Iseyin	.	.	.	.	.	.	.	48,000
Ife	.	.	.	.	.	.	.	45,000

### *Eastern Region*

Onitsha	.	.	.	.	.	.	.	60,000
Port Harcourt	.	.	.	.	.	.	.	45,000
Enugu	.	.	.	.	.	.	.	40,000

## Chapter 2 : Occupations, Wages and Labour Organisation

### OCCUPATIONS AND WAGES

The overwhelming majority of adult occupied Nigerians are peasant farmers working for themselves. The largest groups of those employed by others are Government servants, tin-mine workers and agricultural labourers. The Nigerian Government has approximately 100,000 employees, of whom over 51,000 are established civil servants and approximately 3,700 are in the Senior Service. The only other undertakings employing over 50,000 persons in 1951 were the tin mines near Jos and the country's various agricultural and forestry enterprises.

There was no general increase of wage rates during the year but there were a number of local changes. In Lagos, for example, in the construction industry, the rate for labourers was increased from 2s. 6d. per day to 2s. 10d. per day and the rate of artisans from 4s. per day to 4s. 6d. per day.

The weekly hours of work vary with different industries. A 34-hour week is common but there are also many workers who do a 44- or 45-hour week.

### LABOUR ORGANISATION

As has been said, most occupied Nigerians are peasant farmers, working for themselves and their families. Some of them belong to co-operative societies and may give each other mutual help in other ways, but they are not organised for labour purposes in trade unions nor do their activities fall within the scope of the Labour Department which advises the Government on labour policy. Both that Department and the trade unions, the work of which is described in the following sections, deal only with those workers who are industrially employed.

## LABOUR DEPARTMENT

The head of the Labour Department is the Commissioner of Labour, who is the chief adviser to Government on all matters of policy. The general functions of the Department include the enforcement of labour legislation, the review of conditions of employment in all areas and occupations, the guidance of trade unions, the prevention of trade disputes and assistance in the orderly settlement of those disputes that cannot be prevented, and the operation of employment exchanges.

The provision in the 1951-52 budget for the Department was £138,280. The Department's work during 1951 in the solution of labour disputes, in co-operation with trade unions, and in the preparation of labour legislation is outlined below.

## TRADE UNIONS

*General*

An unsuccessful strike of employees of mercantile firms in December, 1950, led to the collapse of the Nigerian Labour Congress, and of the Amalgamated Union of the United Africa Company's African Workers, the second largest union in the country. During the year trade union leaders attempted to reorganise the Congress and a new Secretary-General was appointed. The executive of the reorganised Congress has decided to withdraw from the World Federation of Trade Unions. The Secretary-General of the Amalgamated Union of the United Africa Company's African Workers has resigned and the union was not reorganised during the year. Throughout the Western Region, however, contact was maintained between the Company's management and workers by local consultative committees.

The Colliery Workers' Union was also non-existent for the earlier part of the year; its General Secretary, O. Ojiyi, was sentenced in December, 1950, to three years' imprisonment for embezzlement of union funds. A new union was formed and registered in April, 1951.

*Members and Membership*

In spite of the setbacks mentioned above the approximate membership of trade unions in 1951 was over 150,000 compared with 125,000 in 1950 and 108,000 in 1949. The number of registered unions however fell slightly (from 149 in 1950 to 140 in 1951). The following summary table gives further details:

<i>Membership</i>	<i>Number of Trade Unions</i>	<i>Total Membership</i>
50 and under . . . . .	34	907
51 to 250 . . . . .	41	5,262
251 to 1,000 . . . . .	30	18,363
1,001 to 5,000 . . . . .	13	29,144
Over 5,000 . . . . .	7	98,593
Membership not known . . . . .	15	—
Grand Total . . . . .	140	152,269

It will be seen from the above table that there are only seven unions with a membership of over 5,000. These unions are :

- |  |                 |
|--|-----------------|
| (1) The Nigeria Union of Teachers  | 24,000 members. |
| (2) The Amalgamated Union of the United Africa Company's African Workers<br>(Not yet re-organised. See above). | 19,000 members. |
| (3) Public Utility Technical and General Workers' Union<br>of Nigeria and the Cameroons                        | 16,000 members. |
| (4) Nigeria African Mine-Workers' Union  | 12,000 members. |
| (5) Cameroons Development Corporation Union  | 11,000 members. |
| (6) Railway Workers' Union   | 10,000 members. |
| (7) Federal Union of Native Administration Staffs of<br>Nigeria  | 6,000 members.  |

#### *Visit of I.C.F.T.U. Delegation.*

Three delegates from the International Confederation of Free Trades Unions (Mr. Harold Snell from the U.S.A. and Mr. F. W. Dalley and Mr. Walter Hood from the United Kingdom) toured Nigeria during February and March, 1951, and met a large number of trade unionists in Lagos, Enugu and elsewhere. Their main purpose was to establish a regional centre in West Africa to assist freely organised trade unions.

#### LABOUR DISPUTES

There were only 42 labour disputes during the year compared with 82 in 1950 and 70 in 1949. Twenty-nine of the disputes resulted in strikes. These involved 4,200 workers and approximately 10,400 man-days were lost through them compared with over 207,000 man-days in 1950.

*The "Go-Slow" of December 1951.* The only strike of importance was the "go-slow" by the locomotive drivers of the African Locomotive Drivers Union from 10th December, 1951 to 2nd January, 1952. In June, 1951, the union had put forward claims for large increases in pay. They claimed for instance that the salaries of Grade I drivers should be raised from £180-£250 a year to £270-£370 a year, an increase of 50 per cent. The Railway Management considered these claims unjustifiable. The Commissioner of Labour, therefore, at once appointed a Conciliator. He held 19 meetings between union and management, but no agreement was reached on the main items. The last meeting was held on 26th October, 1951. The union started a "go-slow" on 10th December. The strike was country-wide, but the Railway Management was able to maintain all essential services and keep the ports working. The union called off the strike on 2nd January, 1952.

The loss to Railway revenue from the "go-slow" has been estimated at £236,000 and the delays caused by it were one of the reasons for serious congestion in the port of Lagos in 1952.

Two other labour disputes, while of much less importance, were of some general interest. These were :

*A dispute between the Enugu Colliery Workers and the Nigerian Coal Corporation.* Daily workers at Enugu Colliery had been paid for

some time on the 7th or 8th of each month in respect of the preceding month. They complained about the delay. The Corporation worked out a new system introducing the payment of wages one month in arrears and discussed it with workers' representatives who assured the management of the workers' acceptance. The scheme was put into operation on 28th July, when the workers received an advance of about one month's pay, not to be repayable until the worker left the Corporation's service. The purpose of this advance was to prevent any hardship that the men might otherwise have suffered by the new system of payment in arrear. Wages in respect of July were to be paid on 28th August.

But the workers either misunderstood or were ignorant of the new system, did not realise the purpose of the advance, and demanded that their July wages should be paid not later than 11th August. Five thousand nine hundred workers started to "go-slow" on 5th August, but, after the intervention of the Commissioner of Labour, the men resumed normal duty on 9th August. Later the Corporation agreed to pay July wages on 16th August, and the workers agreed to refund the advance in thirteen instalments.

*A dispute between the Railway Workers Union and the Railway Administration.* The Zaria branch of the Railway Workers' Union staged a "go-slow" to obtain the removal of an expatriate officer who had been appointed Road Transport Foreman, claiming that there were equally suitable local men for the post. There were short and half-hearted "go-slows" at Kano and Enugu in sympathy. The "go-slow" was unsuccessful and 47 employees at Zaria were dismissed after warnings.

#### LABOUR LEGISLATION

*The Workmen's Compensation Ordinance.* Two amendments were made to subsidiary legislation under the Workmen's Compensation Ordinance (Cap. 234). The Workmen's Compensation (Employment) (Revocation) Order in Council, 1951, revoked the Workmen's Compensation (Employment) Order in Council, 1941, which contained the schedule of employments to which the provisions of the Ordinance were applied. Workmen's compensation provisions are now applied to all persons in Nigeria not otherwise excluded by virtue of section 2 of the Ordinance. The Workmen's Compensation (Amendment) Rules, 1951, repealed rule 3 of the Workmen's Compensation (Amendment) Rules, 1948. The 1948 Rules required insurers in Nigeria to render half-yearly returns of injuries sustained by workmen in the employment of employers insured with them. The insurers objected to this requirement on the grounds that it forced them to disclose their client's business, and that the employers themselves were, by virtue of rule 2 of the same Rules, required to render such returns.

*Orders in Council.* Two further Orders in Council, designed to revoke out of date legislation, were enacted during the year. These

were the Conditions of Employment (Industrial Workers employed in the rubber plantations of the Benin Province) (Revocation) Order in Council (No. 17 of 1951) and the Wage Fixing (Industrial Workers employed in the rubber plantations of the Benin Province) (Revocation) Order in Council (No. 18 of 1951). These Orders revoked Orders in Council Nos. 25 and 26 of 1946, which laid down minimum wages and conditions of employment in the Benin rubber industry. The increase in world rubber prices has resulted in so marked an improvement in wages and conditions of employment in the industry as to render the old Orders obsolete.

Two Orders in Council were enacted to regulate wages and conditions of employment in the building and civil engineering trades of Lagos and the Colony. These were the Minimum Wage Fixing (Building and Civil Engineering Industry) (Lagos and Colony) Order in Council (No. 34 of 1951) and the Conditions of Employment (Building and Civil Engineering Industry) (Lagos and Colony) Order in Council (No. 35 of 1951). Minimum wages are prescribed for artisans and labourers in the industry, and conditions of employment are substantially improved by provisions for holidays with pay, sick leave with pay, and free medical attention in certain circumstances.

A further Order in Council enacted during the year was the Conditions of Employment (Minesfield) (Amendment) Order in Council (No. 47 of 1951). This was found to be necessary to remove certain anomalies and difficulties brought to light in the operation of the earlier Order in Council—No. 10 of 1948. The amending Order defines “employer” more clearly and makes adjustments on several other points in the earlier law.

## Chapter 3 : Public Finance and Taxation

### REVENUE AND EXPENDITURE

For the financial year 1st April, 1950, to 31st March, 1951, the revenue amounted to £32,793,633, including grants and loans from the United Kingdom Government under the Colonial Development and Welfare Act. Expenditure totalled £30,388,203, giving a surplus of £2,405,430, which was reduced by £7,346 through the adjustment of Government's investments to market value at the end of the year.

The figures of ordinary revenue and expenditure for recent years are given in Appendix C and it will be seen that there has been a great increase in both since the war. This increase is mainly due to the development of the country, but higher costs of wages and materials have, of course, also added substantially to the budget. The rise in expenditure has necessitated increases in the Customs tariff, particularly in export duties, and in other sources of revenue.

In 1950–51 all revenue accrued to the central administration, but allocations were made to the three Regions which have their Regional budgets and control their own expenditure. The amounts so allocated totalled a little over £9½ million, excluding grants for Regional works and services under the Ten-Year Plan of Development and Welfare.

Under revised constitutional arrangements this process of devolution is carried much further. The system of revenue allocation under the new constitution is described below.

The bulk of the ordinary revenue is derived from import, export and excise duties, which in 1950-51 accounted for some 60 per cent of the total. Direct taxation in the form of companies tax, income tax and general tax brings in 17 per cent of the total, mainly from companies tax. Collections for recent years are given in Appendix D. The balance of the revenue comes from mining royalties, harbour dues, interest, licences, fees and earnings of Government departments. During 1950-51 some £400,000 also accrued to Nigeria from the profits of the West African Currency Board.

A Revenue Equalisation Fund was formed a few years ago and during 1950-51 £2,250,000 was paid into that Fund as an expenditure charge. The creation of this Fund by a charge on the budget has, of course, materially increased the annual expenditure figures. A non-recurrent expenditure item of some magnitude was the donation of £500,000 by Government to the Endowment Fund of the University College, Ibadan.

The cost of the more important public services is shown in Appendix E.

#### ALLOCATION OF REVENUE TO THE REGIONS UNDER THE NEW CONSTITUTION

In accordance with a recommendation of the 1950 Ibadan General Conference on the Constitution mentioned in last year's report, a Revenue Allocation Commission, under the chairmanship of Professor J. R. Hicks, was appointed to make proposals for the division of revenues under the new constitution. This Commission's Report was published in April, 1951, and was subsequently considered by a Committee of Sixteen Representatives from the three Regions and Lagos under the chairmanship of the Financial Secretary.

The Report of this Committee to the Governor was considered by Government, and recommendations were then made to the Secretary of State. These recommendations were approved and are embodied in the Nigeria (Revenue Allocation) Order in Council made on 4th December, 1951.

The Revenue Allocation Commission's plan was designed to provide the Regions with revenues of their own and with an allocation from the revenues of the Nigerian Government to be based on the three principles of Derivation, Needs and National Interest. The most important arrangements which the Commission proposed may be summarised as follows :

- (a) Certain local revenues should be handed over to complete Regional control with the Regions having power to fix such rates of tax as they think fit ; the import duty on motor spirit should be replaced by Regional sales taxes on motor spirit.
- (b) One-half of the revenue from taxes imposed by the Government of Nigeria on tobacco and cigarettes should be allocated

to the Regions in accordance with the Regional consumption of the tobacco products thus taxed.

- (c) An annual grant, based on the population of each Region, should be made from Nigerian Government revenues.
- (d) Annual grants should be made to the Regions in total reimbursement of the expenditure incurred by them on the Nigeria Police and on educational grants in aid (other than special grants) and in partial reimbursement of their expenditure on Native Administration Police.
- (e) A "once for all" grant of the order of £2,000,000 should be made to the Northern Region, with a view to remedying the serious under-equipment of that Region in respect of public works and public buildings.

The Committee of Sixteen recommended that the Commission's principles should be accepted. They proposed, however, that the whole of the revenue from taxes on tobacco and cigarettes should be allocated to the Regions and that the "once for all" capital grant to the Northern Region should be increased to £3,000,000. The Government of Nigeria was unable to agree that 100 per cent of tobacco revenue should be passed on to the Regions, as this would not only confer a disproportionate benefit on the Western Region, which alone has a cigarette factory, at the expense of the others and of the central Government, but would upset the careful system of balanced allocation recommended by the Commission. For the same reasons, the Government was unable to recommend that the "once for all" grant to the North should be larger than that proposed by the Commission. The practical difficulties of the proposal to impose Regional sales taxes on motor spirit are now being examined and interim provision is made in the Nigeria (Revenue Allocation) Order in Council 1951 for revenue derived from the existing import duty to be shared between the Regions in accordance with Regional consumption of motor spirit.

#### PUBLIC DEBT

In September, 1951, a Nigeria Government Loan was floated in the London market. £6,800,000 Inscribed Stock carrying interest at  $3\frac{1}{2}$  per cent was offered at a discount of 3 per cent and was heavily over-subscribed. This loan was raised to help finance the development programme.

The public debt of Nigeria as at 31st December, 1951, amounted to £21,238,000 as shown below :

<i>Amount Outstanding.</i>	<i>Description of Stock.</i>			
£	Nigerian	3%	Inscribed Stock	1955
4,188,000		4%		1963
- 5,700,000	"	(Local)	$3\frac{1}{2}$ % Registered Stock	1956-61
300,000	"	$2\frac{1}{2}$ %	Inscribed Stock	1966-71
1,250,000	"	3%	"	1975-77
3,000,000	"	$3\frac{1}{2}$ %	"	1964-66
6,800,000				
<u>£21,238,000</u>				



These loans, with the exception of the one raised locally in 1946, are quoted on the London Stock Exchange.

The annual charge for interest and contributions to the Statutory Sinking Funds in respect of these loans amounts to £939,520 ; this sum is roughly 3 per cent of the estimated total ordinary revenue for 1951-52.

The total value of the Statutory Sinking Fund at 31st August, 1951, was £3,405,510 and the value of the Supplementary Sinking Fund amounted to £340,341. The latter Fund was materially reduced by the redemption of two previous loans in 1949 and 1950.

In addition to the public issues referred to above, the Government has received loans of £2,700,000 from the Cocoa Marketing Board at  $2\frac{7}{8}$  per cent (repayable by half-yearly equated instalments) and £475,000 from University College, Ibadan, at 3 per cent, subject to variation in the event of changes in the ruling rates for trustee securities. Both loans are repayable within a maximum period of 40 years.

#### ASSETS AND LIABILITIES

The balance sheet at 31st March, 1951, showed an excess of assets over liabilities of £13,723,595. Surplus funds invested totalled a little under £2½ million, while cash, including short call deposits with the Crown Agents in London and balances held in banks and treasuries locally, amounted to £10½ million. Reserve funds comprise the Revenue Equalisation Fund of some £6½ million (to which a further £2¾ million has been added in 1951-52), the Supplementary Sinking Fund of £340,000 and Renewals Funds amounting to over £3 million.

#### DIRECT TAXATION

Two forms of direct taxation are in force: income tax and general tax.

##### *Income Tax*

The Income Tax Ordinance provides for payment of a graduated income tax by non-Africans throughout Nigeria, and Africans in the Township of Lagos ; and a flat rate (9s. in the £) by all companies. The rates in force during 1950-51 were the same as for 1949-50 :

Chargeable Income				Rate of Tax	
				s.	d.
For every pound	of the first	£200	.	4	$\frac{1}{2}$
"	" next	£200	.	9	
"	"	£200	.	1	$11\frac{1}{2}$
"	"	£200	.	1	6
"	"	£400	.	3	0
"	"	£800	.	4	6
"	"	£1,000	.	6	0
"	"	£1,000	.	7	6
"	"	£1,000	.	9	0
"	"	£5,000	.	11	3
"	exceeding	£10,000	.	15	3

There are special rates for incomes which do not exceed £50.

In order to avoid double taxation of the profits of United Kingdom firms trading between Nigeria and the United Kingdom an agreement has been concluded between the two countries under which the latter levies income tax on profits arising from merchandise exported to Nigeria by United Kingdom firms, leaving the former to tax profits arising from sales of local produce abroad accruing to United Kingdom firms.

The yield from income tax on individuals and companies has increased progressively since its introduction in 1940, the apparent decline in 1946-47 being due to large arrears collected in 1945-46. In 1950-51 there was another sharp increase. The figures are as follows :

	£
1939-40 . . . . .	99,141
1944-45 . . . . .	1,370,714
1945-46 . . . . .	2,496,644
1946-47 . . . . .	2,004,721
1947-48 . . . . .	3,292,116
1948-49 . . . . .	3,484,018
1949-50 . . . . .	4,452,438
1950-51 . . . . .	4,955,999

#### *General Tax*

Africans outside the Township of Lagos pay a general tax in accordance with various forms of assessment, ranging from the individual assessment of wealthy traders in large towns to a flat rate in backward areas.

The different methods of assessment were described in detail on pages 23-26 of the 1950 Report, and have not changed. The procedure for the collection of general tax varies with the Regions.

*Northern Region.* In the North the Native Authorities are responsible for tax collection. As they are well established and as the usual method of assessment is simple, the collection of tax in the North is a relatively straight-forward process.

*Western Region.* In the West the normal method is for the Native Authority to require the tax collectors, who are usually the persons whom each family puts forward as its representative for this purpose, to furnish a nominal roll of all taxable males in the family or other unit. These nominal rolls are checked by the Native Administration staff and submitted for the District Officer's approval. When the tax rate is settled, the tax collector receives a demand note signed by the District Officer, requiring him to collect the tax at the basic rate from a specified number of persons. The collector then collects from each man in his roll and gives him a numbered receipt.

*Eastern Region.* The collection of direct tax in the Eastern Region is supervised by Tax Collection Authorities who are appointed by the Resident of each Province. With the approval of the Resident, these

Authorities, or the District Officers where such Authorities have not been appointed, appoint village councils or village headmen as tax collectors. Under the Eastern Region Local Government Ordinance (No. 16 of 1950) all District Councils are Tax Collection Authorities. The Tax Collection Authorities or the District Officer check and approve the tax nominal rolls and issue tax tickets.

*Sharing of tax.* The proceeds of general tax are shared between the Government and the Native Administrations; the amounts which accrued to Government during 1950-51 were £376,134 compared with £323,328 in 1949-50. The whole of this sum is included in the allocations made to the Regions.

*Jangali.* Besides the forms of direct taxation mentioned above there is also a capitation tax on the cattle of nomad herdsmen, known as *jangali*. It is mostly levied in the Northern Region, but over £20,000 is collected from *jangali* in Bamenda Province which lies within the part of the Trusteeship Territory of the Cameroons administered with the Eastern Region.

#### CUSTOMS TARIFF (SUMMARISED)

As was mentioned above, import and export duties provide about 60 per cent of the total Nigerian revenue. The rates are enumerated in Parts I and II of the Schedule to the Customs Ordinance (Nigeria Laws, Cap. 48), and the exemptions appear in Part III of this Schedule. As was mentioned on pages 27 and 28 of the 1950 Report, important changes were introduced in 1951, particularly in export duties. The rates were raised and both timber and rubber exports were made liable to duty.

Examples of duties in force on 31st December, 1951 are shown below :

#### *Import Duties*

##### Piece Goods :

##### (1) Of Cotton :

##### (a) Interlock Fabric :

(1) Unbleached . . . . .	the pound	8d.
(2) Bleached . . . . .	the pound	9d.
(3) Dyed in the piece . . . . .	the pound	11d.

##### (b) Other :

(1) Grey, unbleached . . . . .	the sq. yd.	2d.
(2) White, bleached . . . . .	the sq. yd.	3d.
(3) Printed . . . . .	the sq. yd.	4d.
(4) Dyed in the piece . . . . .	the sq. yd.	4d.
(5) Coloured . . . . .	the sq. yd.	4d.
(6) Velveteen, plushes and other pile fabrics . . . . .	the sq. yd.	9d.
(7) Fents . . . . .	the pound	1s. 0d.

##### (2) Of Natural Silk :

(a) Velvets . . . . .	the sq. yd.	9d.
	or <i>ad valorem</i> 20 per cent, whichever is the higher.	
(b) Other . . . . .	the sq. yd.	4d.
	or <i>ad valorem</i> 20 per cent, whichever is the higher.	

## (3) Of Artificial Silk :

## (a) Interlock Fabric :

(1) Unbleached . . . . .	the pound	8d.
(2) Bleached . . . . .	the pound	9d.
(3) Dyed in the piece . . . . .	the pound	11d.

(b) Velvetten, plushes and other pile fabrics . . . . . the sq. yd. 9d.  
or *ad valorem* 20 per cent, whichever is the higher.

## (c) Fents . . . . . the pound 1s. 0d.

## (d) Other . . . . . the sq. yd. 4d.

Yarns : Cotton or art silk . . . . . 4d. per lb.

Wearing apparel . . . . . 16½ per cent *ad valorem* or specific rate.

## Paper :

## (1) Newsprint in reels or in the flat . . . . . the cwt. 4s. 0d.

(2) Printing paper, namely, plain or composite paper in reels of not less than 9 inches wide, or flat and folded in the original mill ream wrapper, of a size not less than 16 inches by 15 inches . . . . . *ad valorem* 10 per cent.(3) Cardboard, strawboard, millboard and paste-board of a size not less than 16 inches by 15 inches . . . . . *ad valorem* 10 per cent.(4) Other paper and paper manufactures not particularly exempted from duty in Part III of the Schedule . . . . . *ad valorem* 20 per cent.

Bicycles . . . . . 15s. each.

Motor Cars . . . . . 10s. per 28 lb. net wt.

Motor Spirit . . . . . 10d. per gallon

Perfumery, cosmetics and toilet preparations . . . . . 66½ per cent *ad valorem*.

Brandy, gin, rum and whisky . . . . . £3 18s. 0d. per gallon.

Ale, beer, stout, porter, cider and perry . . . . . 2s. 6d. per gallon.

## Wine :

## (1) Sparkling . . . . . £3 2s. 6d. per gallon.

## (2) Still . . . . . 18s. 9d. per gallon.

## Tobacco :

## (1) Unmanufactured . . . . . 10s. per lb.

## (2) Manufactured :

## (a) Cigars . . . . . £1 0s. 0d. per 100

## (b) Cigarettes . . . . . £1 10s. 0d. per lb.

## (3) Other manufactured tobacco and snuff . . . . . 16s. 6d. per lb.

The general rate of duty on goods not specifically mentioned in the tariff (of which the above is only an extract) is 20 per cent *ad valorem*.

Exemptions from import duties include certain provisions, electrical materials, ships and launches, medicinal preparations of British Pharmacopœia or B.P.C. standard, disinfectants, certain packing materials, railway materials, printed matter, plants and seeds, refrigerators, advertising matter, aircraft ; goods imported by Government Departments, Native Administrations, public hospitals and certain planning authorities ; mosquito nets ; personal effects ; agricultural, mining, water-boring and industrial machinery.

*Export Duties*

## Bananas :

## (a) Fresh . . . . . the count bunch 3d.

## (b) Dry (except dry bananas used for human consumption) . . . . . the 10 pounds 2d.

A "count bunch" of bananas means a stalk bearing nine or more hands of

bananas, each hand being a cluster of bananas growing from the stalk and originally covered by a separate bract.

For the purpose of the computation of the duty a stalk bearing—

9 hands or over shall be taken to be equal to	1 count bunch.
8 hands or over, but less than 9 hands, shall be taken to be equal to	$\frac{3}{4}$ of a count bunch.
7 hands or over, but less than 8 hands, shall be taken to be equal to	$\frac{1}{2}$ of a count bunch.
Under 7 hands shall be taken to be equal to	$\frac{1}{4}$ of a count bunch.

Cattle Hides	the ton	£22 0s. 0d.
Goat skins	the ton	£60 0s. 0d.
Shea nuts	the ton	£2 10s. 0d.
Sheep skins	the ton	£35 0s. 0d.
Tin or tin ore	the ton	7s. 8d.

Cocoa . . . . . 10 per cent *ad valorem* when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £150 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £150 per ton.

Groundnuts . . . . . 10 per cent *ad valorem* when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £65 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £65 per ton.

Groundnut oil . . . . . } 10 per cent *ad valorem* on the value calculated  
Groundnut meal . . . . . } in accordance with Regulation 103A of the  
Groundnut cake . . . . . } Customs Regulations.

Palm kernels . . . . . 10 per cent *ad valorem* when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £60 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £, by which the value, calculated as aforesaid, exceeds £60 per ton.

Palm kernel oil . . . . . } 10 per cent *ad valorem* on the value calculated  
Palm kernel cake . . . . . } in accordance with Regulation 103A of the  
Palm kernel meal . . . . . } Customs Regulations.

Palm oil, technical . . . . . 10 per cent *ad valorem* when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £85 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £, by which the value, calculated as aforesaid, exceeds £85 per ton.

Palm oil, edible . . . . . } 10 per cent *ad valorem* on the value calculated  
Benniseed . . . . . } in accordance with Regulation 103A of the  
Cotton seed . . . . . } the Customs Regulation.

Cotton lint . . . . . 10 per cent *ad valorem* when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £325 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £325 per ton.

Rubber, raw	10 per cent <i>ad valorem</i> on the value, calculated in accordance with Regulation 103A of the Customs Regulations, when the value, calculated as aforesaid, is not less than 18d. per lb.
Rubber, brown crepe	50 per cent of the duty on rubber, raw, calculated as aforesaid.
Timbers (Scheduled)	in log form—3d. per cu. ft. sawn timber (excluding plywood) not exceeding 6 inches in thickness or as veneers 2d. per cu. ft.
Timbers (other) (including veneers but excluding plywood) or logs	1d. per cu. ft.
Curls	5s. each.

## Chapter 4 : Currency and Banking

The West African Currency Board in London issues a special West African currency on behalf of Nigeria, the Gold Coast, Sierra Leone and the Gambia. It comprises notes of 20-shilling and 10-shilling denominations, copper alloy coins of florin, shilling and sixpenny denominations and nickel-bronze coins of threepenny, penny, half-penny and tenth-penny denominations. Notes, alloy coins and nickel-bronze threepenny pieces are legal tender up to any amount while nickel pence, halfpence and tenth-pence are legal tender up to one shilling. The currency is interchangeable with sterling at par, subject to remittance charges. Currency is issued to the Bank of British West Africa Ltd., or Barclays Bank (Dominion, Colonial and Overseas) as required, against payment to the West African Currency Board in London or against deposit of currency of equivalent value with the agents of the West African Currency Board in one of the four West African territories. In Nigeria the main Currency Board Centre is in Lagos and there are subsidiary Currency Board Centres at Kano, Port Harcourt, Ibadan and Victoria (Cameroons).

The following statement shows the currency in circulation in Nigeria during the period from 31st March, 1941 to 31st March, 1951.

Date	Notes	Alloy Coin	Nickle-bronze coin	Total
	£	£	£	£
31st March, 1941	287,558	4,588,590	1,183,557	6,059,705
" 1942	529,773	5,483,195	1,439,873	7,452,481
" 1943	1,440,851	8,377,909	1,590,333	11,409,093
" 1944	1,606,364	10,151,844	1,755,764	13,513,972
" 1945	2,276,198	11,207,947	1,901,964	15,386,109
" 1946	3,213,927	12,863,442	2,062,416	18,139,785
" 1947	4,696,430	16,512,093	2,220,490	23,429,013
" 1948	5,336,441	16,912,469	2,352,799	24,601,709
" 1949	8,241,070	21,016,731	2,514,640	31,772,441
" 1950	8,935,237	20,109,098	2,532,559	31,576,894
" 1951	13,957,974	22,710,457	2,571,680	39,240,111
Percentage of total 1951	35.57%	57.88%	6.55%	100%

This table shows that the total currency circulation has risen since 1941 by almost 650 per cent, an astonishing increase. It was thought in 1950 that circulation was nearing its peak, but during 1951 demands for currency reached unprecedented levels. Production of the staple crops of cocoa, groundnuts and palm products was encouraged by world demand and higher prices and exports of timber, rubber and hides and skins rose sharply for the same reasons. Higher wages, improved standards of living and the greatly increased cost of consumer goods have also led to the continuous expansion of the currency circulation.

Notes now comprise nearly 36 per cent of the total as compared with less than 5 per cent in March, 1941. Though notes, and particularly those for 20s., are progressively gaining favour, shilling coins are still the most popular denomination. The notes are widely used in Lagos and the West and are becoming more readily acceptable in the East. In the North, the only area in which the 1/10th penny circulates, the demand is predominantly for the shilling coin and, to a lesser extent, for the nickel penny.

The Accountant-General, as Currency Officer, is the local representative of the West African Currency Board and the Bank of British West Africa Limited are the local Agents.

The main Banks operating in Nigeria are :

The Bank of British West Africa Limited, with branches at Lagos, Abeokuta, Benin, Calabar, Enugu, Gusau, Ibadan, Jos, Kaduna, Kano, Kano Airport, Maiduguri, Onitsha, Oshogbo, Port Harcourt, Sapele and Zaria.

Barclays Bank (Dominion, Colonial and Overseas) with branches at Lagos, Gusau, Ibadan, Ijebu-Ode, Jos, Kano, Port Harcourt, Victoria, Yaba, and Zaria.

National Bank of Nigeria Limited, with branches at Lagos, Agege, Abeokuta, Ibadan, Kano, Ife, Ilesha, Ondo and Aba.

The British and French Bank (for Commerce and Industry) Ltd. in Lagos.

The Nigerian Farmers and Commercial Bank Limited, with branches at Abeokuta, Ado-Ekiti, Agege, Benin City, Ebute-Metta, Epe, Gusau, Ibadan, Ijebu-Ode, Ijebu-Igbo, Ilaro, Ilesha, Ilorin, Iwo, Jos, Kano, Lagos, Nguru, Ogbomoshos, Onitsha, Otta, Owo, Oyo, Port Harcourt, Sapele, Shagamu and Warri.

The Standard Bank of Nigeria Limited, with branches at Lagos, Badagry, Ibadan, Ikirun, Kano, Oshogbo and Owo.

The African Continental Bank Limited, with branches at Lagos, Aba, Agege, Calabar, Ibadan, Jos, Kano, Onitsha, Port Harcourt and Yaba.

The first three banks are incorporated in the United Kingdom, the others being incorporated in Nigeria. The first four banks have been appointed authorised dealers in foreign exchange under the Exchange Control Ordinance.

There is a Post Office Savings Bank organised on lines similar to those of the corresponding institution in the United Kingdom. It operates throughout the country and its business is conducted at 138 post offices. On 31st March, 1951, there were 168,954 depositors whose accounts totalled £3,096,050. As compared with the previous year, this represents a slight decrease in the number of depositors, but a considerably higher average deposit in each account.

During the course of the year there has been a notable increase in the number of indigenous banks registered in the country. Some of these banks are of the "mushroom" variety and their emergence is mainly due to the increased amount of money in circulation in Nigeria. A Banking Bill was prepared in 1951 to control the establishment of new banks and the operation of existing ones in the interests of the public and of the banking profession itself.

## Chapter 5 : Commerce

The year 1951 was one of rising import and export prices, and of intense commercial activity. In 1950 the value of visible external trade had increased to £152.1 million, the highest figure in the history of the country. In 1951 the value greatly exceeded this figure and reached the total of £214.7 million. In the years immediately preceding the second World War the highest annual value of external trade was £34.1 million (in 1937) and the lowest £14.2 million (in 1934) ; the figure for 1946, the first post-war year, was £45 million, and there have been steep yearly increases ever since.

### IMPORTS

Imports in 1951 amounted to £84.4 million, compared with £61.9 million in 1950, £57.5 million in 1949 and £44.9 million in 1948. There was some rise in the quantity of goods supplied, in spite of some shortages, as well as in their value. The United Kingdom remained much the most important supplier, but its share in Nigeria's import trade dropped to 51.5 per cent from 59.8 per cent in 1950. There was a striking increase in imports both from Germany and from Italy. The value of imports from the principal countries of origin is shown in the following table :

<i>Country.</i>	<i>Value of Imports into Nigeria</i>	
	<i>1951</i>	<i>1950</i>
	<i>£ million</i>	<i>£ million</i>
United Kingdom . . . . .	43.5	37.0
Japan . . . . .	7.5	5.8
Netherlands and Possessions . . . . .	5.4	4.6
India and Pakistan . . . . .	4.9	3.8
Germany . . . . .	4.5	1.4
Italy . . . . .	3.8	1.2
U.S.A. . . . .	3.7	2.5



Cotton piece-goods remained the chief import, with rayon products second ; the value of rayon imports has risen by over 220 per cent since 1949. There were large increases in the import values of goods required for construction and development such as iron and steel manufactures and cement. Details of the value of the major classes of imports in 1949-51 are given in the table below :

*Values of Major Imports in 1949-51*

<i>Commodity</i>	1949	1950	1951
	£ '000	£ '000	£ '000
Cotton piece-goods . . . . .	17,890	14,148	14,898
Rayon products . . . . .	2,434	3,823	7,842
Iron and Steel manufactures : (other than corrugated iron sheets) . . . . .	3,964	5,061	6,171
Other machinery . . . . .	1,620	1,931	3,003
Cement . . . . .	1,020	1,098	2,562
Corrugated iron sheets . . . . .	1,332	1,515	2,553
Commercial Vehicles including Chassis . . . . .	1,590	1,633	1,757
Tobacco and Cigarettes . . . . .	1,536	1,886	1,731
Cars including cabs . . . . .	857	940	1,637
Jute Manufactures . . . . .	1,605	1,051	1,629
Bicycles . . . . .	1,061	1,277	1,401
Motor spirit * . . . . .	731	1,033	1,352
Other Petroleum Oils * . . . . .	695	1,259	1,261
Electrical apparatus . . . . .	762	885	1,175
Industrial machinery . . . . .	608	804	1,069
Footwear . . . . .	560	524	1,064

\* Imports for home consumption.

#### EXPORTS

The total value of exports in 1951 was £130.4 million (£126.9 million domestic exports and £3.5 million re-exports). The total for 1950 was £90.2 million (domestic exports £88.5 million and re-exports £1.7 million). The increases in 1951 were mainly due to the sharp rise in prices paid for practically all Nigeria's principal exports. Cocoa, oil palm produce and groundnuts remained the leading exports. There were large increases in the production of rubber and timber ; cocoa and cotton production also rose, but the 1950-51 groundnut crop was the poorest for many years. The export value, however, remained quite high because of the steep rise in groundnut prices ; there were similar rises in other commodities. Further details are given in the table below :

*Values of Principal Exports 1950-51*

<i>Commodity</i>	<i>Unit</i>	<i>Quantity</i>		<i>Value</i>	
		1950	1951	1950 £ '000	1951 £ '000
Cocoa	tons	99,947	121,478	18,984	36,565
Palm Kernels	"	410,263	347,013	16,694	21,890
Palm Oil	"	173,010	149,752	12,072	14,142
Groundnuts	"	316,862	144,359	15,237	10,144

Commodity	Unit	Quantity		Value	
		1950	1951	1950 £ '000	1951 £ '000
Tin Ore	tons	11,417	11,753	6,020	8,974
Rubber	'000 lb.	30,029	46,716	2,834	8,154*
Hides and Skins	tons	13,739	13,988	6,381	7,913
Cotton	"	12,623	15,374	2,975	5,316
Timber Logs	'000 cu. ft.	9,217	16,845	2,226	5,078
Bananas	'000 lb.	127,737	160,860	1,746	2,203

\* Subject to revision—rubber exports believed to have been overvalued in 1951.

#### THE MARKETING BOARDS

Of the exports listed above tin, rubber, hides and skins and timber are marketed through the ordinary commercial channels. The bananas are almost entirely grown on the plantations leased to the Cameroons Development Corporation and are sold under agreement to the U.K. Ministry of Food, Messrs. Elders and Fyffes Ltd. acting as sales agents. The present price paid is £32 per ton. The remaining leading exports, comprising in 1951 some two-thirds of the country's exports in value, are handled by the Nigerian Marketing Boards established since the war.

These Boards, which are so important to the economic life of Nigeria, are the Nigeria Cocoa Marketing Board (established in 1947), the Nigeria Oil Palm Produce Marketing Board, the Nigeria Groundnut Marketing Board, and the Nigeria Cotton Marketing Board (all established in 1949).

All the Boards were established by local ordinance as independent bodies and have the same fundamental aims. These are to ensure orderly marketing improvements in quality and stable prices for producers, to provide funds for research in the producing industry and to finance schemes for the economic benefit of the people in the areas of production.

Since they share these aims, their organisation is closely interconnected. They are each composed of six members (three officials and three Nigerian non-officials). They all have the same chairman (Sir Sydney Phillipson, C.M.G., Commissioner on Special Duties). They all use the Department of Marketing and Exports as their executive for marketing in Nigeria and the Nigerian Produce Marketing Co. Ltd. in London for selling overseas produce exported by the Boards to the Company.

The Company is owned entirely by the Boards and in all major matters of policy acts under their general direction. The chairman of the Company, as of the Boards, is Sir Sydney Phillipson, the managing director is Mr. E. C. Tansley, C.M.G., who took a leading part in operating the West African Produce Control Board during the war. The Board of Directors includes seven Nigerians.

The following paragraphs give some illustrations of the way in which the Boards carry out the aims summarised above.

#### Orderly Marketing

Merchants and traders, who formerly bought produce on their own or their principals' behalf, are now in general buying agents licensed

by the Boards to buy on their behalf. For their services and risks they of course receive remuneration, this remuneration forming part of the "buying allowance" which also covers their expenses. These licensed buyers share in the security and stability promoted by the whole system. The Boards issue licences to new applicants who meet certain minimum requirements.

Assured prices are announced in advance of marketing, and as a result the strong economic motives which formerly induced the farmer to pledge his crops in advance to moneylending middlemen no longer operate.

### *Improvement of Quality*

It is essential to improve the quality of Nigerian export produce so that when the present sellers' boom ends Nigerian products will be able to compete successfully in world markets. One of the measures taken by the Boards to further this is to pay attractive prices for higher grades of produce. This policy has had some very encouraging results with cocoa and oil palm produce. Before the Cocoa Marketing Board was established the proportion of Grade I and Grade II cocoa to the whole crop was 25 per cent. In the 1949-50 season nearly 90 per cent of the cocoa bought by the Board was Grade I and in 1951 the figure was 96 per cent. Similarly the amount of special grade palm oil purchased from indigenous producers rose from 374 tons in 1950 to 8,000 tons in 1951.

### *Stable Prices*

Before each season the Boards announce minimum prices, whereas before the producer did not know from day to day what price he would receive.

The Boards also aim at maintaining reasonable prices for the producer in spite of adverse marketing conditions and so softening the impact on him of falling world prices. Anyone who remembers the plight of primary producers in the nineteen-thirties will appreciate how great a service to Nigerian producers this can be. It cannot be performed unless the Boards build up sufficient financial strength in favourable years, and the Boards bear this point in mind with others when fixing producer prices. With the continuing sellers' market and rise in world prices there has naturally been some criticism that the safety margin between producers' and world prices has been too large, but the essential soundness of the Boards' policy was proved in early 1949 when, although the world price of cocoa dropped very sharply, the Cocoa Marketing Board maintained producers' prices at a cost to itself of £1,600,000.

### *Research*

All the Boards have contributed large sums to research. By the end of 1951 the Cocoa Marketing Board had allocated about £1.3 million for research projects. The most important of those allocations were for a survey of cocoa soils, for the partial endowment of the West African Cocoa Research Institute established at Tafo in the Gold Coast in 1944, and for a five-year plan put forward by the Department

of Agriculture to combat swollen shoot disease. The Oil Palm Board's biggest contribution has been to the endowment of the West African Oil Palm Research Station at Benin.

#### *Schemes for the economic benefit of production areas*

All the Boards spend large sums on development schemes for the benefit of the areas in which the crops with which they are concerned are produced. The responsibility for carrying out such schemes is vested in Regional Production Development Boards. These Boards, which are distinct from the Marketing Boards, were formed in 1949 and their powers re-defined and consolidated by the Regional Production Development Board Ordinance, 1951 (No. 27 of 1951). The Boards have strong Nigerian representation and wide powers ; they draw up schemes for the expenditure of grants made them by the Marketing Boards and put them into operation. The schemes are subject to the approval of the Governor, but that approval cannot be withheld if the scheme is within the resources of the Production Development Board and within the purpose to which it is empowered to devote its funds—viz., schemes for the development of the producing industries concerned and for the benefit and prosperity of the producers and the area of production.

The grants made by the Marketing Boards to these new bodies are large ; they enable new important plans of development to be carried out quickly and the new system is already speeding up the tempo of development throughout the country. Details of the grants and the schemes on which they are being expended are given in Chapter 6 below.

#### TRADE MALPRACTICES

A slightly disturbing feature in the encouraging picture of commercial activity during the past year has been the continuance of trade malpractices by numbers of Nigerian merchants. Importers order goods from overseas and fail to take them up or, having received the goods, fail to pay for them. Many exporters fail to deliver goods of the correct quality and specification. These practices injure the reputation of Nigerian goods, and may cause hardship to genuine exporters, particularly when there is some falling off in demand, as there has been recently in the timber trade.

#### TRADE COMMISSIONERS

##### *Trade Commissioner for Nigeria*

Increasing use has been made of the services provided by the Trade Commissioner for Nigeria in London both by Nigerian merchants seeking business contacts in the United Kingdom or on the Continent, and by British and overseas firms enquiring about industrial or trade openings in Nigeria. The Trade Commissioner toured Nigeria extensively in October and November, 1951.

##### *Advisory Service*

An advisory service, similar and complementary to that provided by the Trade Commissioner in London, is available to all businessmen

through the Headquarters of the Department of Commerce and Industries in Lagos.

*United Kingdom Trade Commissioner for West Africa*

During the year H.M. Government appointed a United Kingdom Trade Commissioner for West Africa, with headquarters in Lagos. The Commissioner, Mr. D. Broad, arrived in June, 1951.

## Chapter 6 : Production

The 1951 season was favourable for the production of local food crops, which were above average in most places. In spite of a rising population, larger towns and continued high export crops which divert labour from food farming, the supply of staple foodstuffs is still sufficient to make large food imports unnecessary. There are, however, local shortages and difficulties in distribution, (for instance, in the distribution of meat from the north to the south), and there is still an urgent need to increase food production all over the country. The most important food imports are salt (£1,450,000 in 1951); stockfish (£1,400,000); sugar (£830,000); wheaten flour (£810,000; practically no wheat is grown in Nigeria); and canned fish (£420,000). Ale and beer, etc., are the chief drink imports (£1,770,000) and the country imported in 1951 over £1,360,000 worth of unmanufactured tobacco.

As has been shown in the last chapter the prices of Nigeria's leading exports soared in 1951 and there was no difficulty in disposing of them. Production remained at a high level except for groundnuts, which were affected by bad weather. There were some encouraging improvements in the quality of export produce.

### AGRICULTURE

#### *Food Crops*

The most important crops are guinea corn and millet in the north, yams in the south, and rice, maize and cassava in many parts of the country. In the north, corn crops were good and prices lower. In the west and east, in spite of greater production of most foodstuffs, prices remained high and tended to increase as export crop prices rose. Production of maize in the west was affected by a serious outbreak of maize rust disease. This did not do much harm to early plantings, but later plantings were seriously damaged. The disease also reached the southern part of the Eastern Region for the first time. Research is being undertaken into the disease and the breeding of resistant varieties. Rice production was stimulated by new cultivation schemes (See under "Improvement of Production Methods" below), a citrus cannery started at Ibadan in October, and small farmers in Bamenda attracted by high prices planted over 1,000 acres of arabica coffee.

#### *Export Crops*

The main agricultural export crops are cocoa, palm kernels, palm oil, groundnuts, rubber, cotton and bananas. The quantities and

values of the exports (f.o.b. selling price) of these commodities in 1951 have been given in Chapter 5 above.

*Cocoa.* The 1950-51 crop was slightly above average and total purchases amounted to 110,000 tons. The amount of cocoa exported during the calendar year 1951 was over 121,000 tons compared with just under 100,000 tons in 1950. The prices paid to producers in the 1950-51 season were £120 per ton for Grade I cocoa and £100 for Grade II. World cocoa prices continued to rise during the year and the Cocoa Marketing Board increased their producer price to £170 per ton for Grade I cocoa and £155 per ton for Grade II.

The improvement in the quality of Nigerian cocoa mentioned on page 37 of the 1950 Report was maintained. The proportion of Grade I cocoa in 1950-51 was no less than 96 per cent of the cocoa bought. The Cocoa Marketing Board no longer purchases Grade III or Grade IV.

*Oil Palm Produce.* Production of oil palm produce for export during 1951 was at a lower level than in 1949 and 1950, which were record years. Total purchases by the Oil Palm Board amounted to 319,155 tons of palm kernels and 144,328 tons of palm oil. The decline in the level of purchases for export was heaviest in the Western Provinces (11 per cent less than the previous years' palm kernels and 13 per cent less palm oil). The fall was due to bad weather, a diversion of effort to timber and rubber, and increasing domestic consumption of palm oil owing to improved living standards. There was further improvement in the quality of palm oil. Of the Oil Palm Board's total purchases of technical oil, 70 per cent was of Grade I quality compared with 62 per cent in 1950. The tonnage of Special Grade oil rose from 374 tons in 1950 to no less than 8,000 tons or 5.5 per cent of the total palm oil purchases. Continued speedy improvement in the quality of Nigerian palm oil is necessary if the industry is to withstand increasing competition from other sources of production.

The Board has announced its intention of eliminating Grade IV palm oil and reduced the upper free fatty acid limit of this grade from 36 per cent to 33 per cent in the 1952 marketing year.

The basic producer prices for 1952 together with the prices paid during the 1951 marketing year are as follows :

	1951	1952	
	£	£	
Special Grade Palm Oil .	71	80	(ex-scale port of shipment price)
Technical Palm Oil :			
Grade I . . . . .	55	61	(price per ton naked ex-scale delivered Bulk Oil Plant)
Grade II . . . . .	43	47	"
Grade III . . . . .	34	35	"
Grade IV . . . . .	30	30	"
Palm Kernels . . . . .	32	36	(per ton naked ex-scale port of shipment price)

A three-year selling agreement with the Ministry of Food which the Oil and Oilseeds Boards entered into in 1949 was due to expire with the 1951-52 produce season. Towards the end of 1950, as a result of negotiations with the Ministry, this agreement was renewed for a period of four years, the last year of the original agreement being the first year of the new one. These revised selling arrangements provide Nigeria for some years ahead with an assured market for her exportable surplus of oils and oilseeds.

*Groundnuts.* The 1950-51 groundnut crop like that of 1949-50 was far below average. Bad weather in the groundnut areas reduced the groundnut harvest, and led to an increased local demand for groundnuts because other food crops were poor. Purchases in 1950-51 totalled 149,250 tons only, compared with 188,100 tons in 1949-50 and 328,000 tons in 1948-49. The total exports for the calendar year were 144,000 tons.

In contrast to 1950-51 the weather was ideal during the growing and harvesting periods of the 1951-52 season and the crop reached over 400,000 tons.

Pest infestation control, first introduced in 1949 to deal with the incidence of *trogoderma* beetle, was continued as a routine measure throughout the year and no major infestations were reported.

The Nigeria Groundnut Marketing Board fixed the basic producer price for the Kano Area and the same level as for the previous season—i.e. at £21 4s. 0d. per ton. The price for 1951-52 was £33 at first and was then raised by the Board to £36 a ton.

*Rubber.* Rubber production in 1951 was some 50 per cent over the 1950 figures and prices were high. The value of rubber exported in 1951 was in the neighbourhood of £8 million compared with less than £3 million in 1950. Much of the product, however, was of low quality and the greatest part of purchases for export fell in the lowest grade. The Produce Inspection Service of the Department of Marketing and Exports has the duty of ensuring that only rubber of exportable standard leaves the country, but the rubber trade will have to offer more attractive prices for better rubber if the quality is to be markedly improved.

*Cotton.* Cotton production is still increasing. In 1950-51 purchases of seed cotton by the Cotton Marketing Board amounted to 41,426 tons compared with 33,379 tons in the 1949-50 season and 27,374 in the 1948-49 season. Seventy-five thousand four hundred and twenty-three bales of lint were produced from the 1950-51 crop, a record for Nigeria. The increase in the crop is due partly to the good weather of the last three seasons and partly to production development measures. These include the training of farmers in improved methods of cultivation, distribution of higher-yielding strains of cotton and the use of fertilisers. For the 1950-51 season, the Board paid the same prices as in 1949-50 season, varying from 4d. per lb. of seed cotton for

N.A.1. to 3½d. per lb. for I.N.3. The prices for the 1951–52 season vary from 6d. per lb. for N.A.1. to 5½d. per lb. for I.N.3.

*Bananas.* The country's banana exports all come from the plantations in the Southern Cameroons leased to the Cameroons Development Corporation and Messrs. Elders and Fyffes. Exports rose to 5½ million stems in 1951 compared with 4½ million in 1950.

All the Cameroons' bananas exported are marketed by Messrs. Elders and Fyffes, by agreement with the Cameroons Development Corporation. Elders and Fyffes act as sales agents and pass the bananas over to the United Kingdom Ministry of Food. The price paid by the Ministry in 1951 was £32 per ton ; this was the same as that paid in 1950.

*Tobacco.* Tobacco is not an export crop but increasing quantities are being grown and bought for manufacture in the country by the Nigerian Tobacco Company, which has acquired the local business of the British American Tobacco Company. The Nigerian Tobacco Company has a cigarette factory at Ibadan : it is one of the largest and most modern factories in Nigeria and its cigarettes are sold all over the country. Purchases by the Nigerian Tobacco Company again increased sharply. The latest figures are :

1949	.	.	.	846,541 lb.
1950	.	.	.	1,425,593 lb.
1951	.	.	.	2,000,000 lb. (estimated)

#### IMPROVEMENT OF PRODUCTION METHODS

##### *The Production Development Boards*

The need for higher productivity in Nigeria is obvious. As was described in the last chapter, the stimulation of production is the *raison d'être* of the Regional Production Development Boards, which were reorganised by legislation in 1951. These Boards receive large grants from the various Marketing Boards. The Cocoa Marketing Board has allocated some £7,000,000 to the Western and Eastern Regional Production Development Boards. The Oil Board, up to the end of 1951, had allocated £4·5 million to these Boards and had guaranteed minimum annual development grants of £800,000 for the four years after 1951. The Groundnut Board up to the end of the 1950–51 season had allocated £3·3 million to the Northern Regional Production Development Board and has guaranteed annual grants of £500,000 for the next four seasons.

The most important of the projects on which these funds are already being spent are given in the list below :

##### *Western Regional Production Development Board*

- (i) The purchase and operation of 40 Pioneer Oil Palm Mills, to be managed by the Department of Commerce and Industries.



- (ii) The development of citrus production, and the establishment of a canning factory (at present for citrus only.)
- (iii) The agricultural development of the Upper Ogun Valley.
- (iv) Measures to combat swollen shoot disease in cocoa.
- (v) A survey of cocoa soils.

*Eastern Regional Production Development Board*

- (i) The purchase and operation through the Department of Commerce and Industries of over 50 palm oil mills.
- (ii) The establishment in co-operation with the Colonial Development Corporation of a 10,000-acre oil palm plantation in Calabar Division.
- (iii) The establishment of a cashew nut industry in Onitsha Province to restore the fertility of poor lands in that Province.
- (iv) The establishment of a 20,000-acre cattle ranch on the Obudu Plateau.
- (v) A grant of over £400,000 to the Department of Agriculture for providing concentrates for livestock.
- (vi) The establishment of a coffee plantation and coffee processing factory in Bamenda Province.
- (vii) The establishment of an organisation to import, mix and distribute artificial manures for sale.

*Northern Regional Production Development Board*

- (i) The establishment of an organisation to purchase, import and distribute superphosphates.
- (ii) A scheme for mechanising rice cultivation in Sokoto Province and so increasing production.
- (iii) The purchase of large quantities of mechanical agricultural equipment for use in the Region to increase production in areas where mechanised agriculture is practicable.
- (iv) Land resettlement schemes, to ensure better land use, at Kontagora, Shendam and Jema'a.

In addition to expenditure on these projects all the Boards have spent large sums on the improvement of roads.

The activities of the Agricultural Department and of various other Government departments are devoted in a large part, like those of the Production Development Boards, to increasing productivity and the following paragraphs describe some of the measures taken in 1951 to attain this aim.

*Fertilisers*

The Agricultural Department gave demonstrations of the use of fertilisers in many parts of the Eastern Region, mainly on the poorer soils. The results of most demonstrations have been successful and efforts are now being made to build up commercial distribution.

In the Northern Region superphosphate has proved reasonably

popular in the more northerly provinces and its use is gaining ground, particularly on poorer soils where results have been obvious to the farmers. The results in 1951 with its well distributed rainfall were much better than in 1950 with its drought conditions. Further south and in the Middle Belt, superphosphate does not give the same results ; experiments are being continued to determine whether the use of this fertiliser is economically justified in these areas.

In the Western Region small-scale experiments were conducted with fertilisers on farmers' land, on yams in Oyo and Ondo Provinces, and on maize and cotton in Oyo and Abeokuta Provinces. More detailed trials on maize and cassava were started on the Colony Government farm at Agege.

### *Mechanisation*

The Agricultural Department has established nine Tractor Unit Farms (seven in the Northern Region and one each in the Western and Eastern Regions) for the study of mechanised agriculture in Nigeria. In the Northern Region, it is still not possible to record any marked success with upland tractor farming. The crops, soils and rainfall of this area do not lend themselves to complete mechanisation and the saving of hand labour is not sufficient to compensate for the costs of maintaining equipment. On the other hand, the mechanical cultivation of low-lying *fadama* land, which involves only ploughing and disc harrowing, has been successful at Sokoto, Kano, Shemankar, Bida and Yola. At Maiduguri, where a trial of hand, mixed and mechanised farming was made, mixed farming gave the best results. In the Western Region, mechanised farming schemes are being developed by the Department of Agriculture and the Western Regional Production Development Board. Considerable progress has been made with a mechanisation scheme on the upper Ogun project in northern Oyo, and in Northern Ondo another has been started. Departmental pilot schemes have been started at Ikonifin and New Eruwa, both in Ibadan Province, Shaki in Oyo Province and Ikeja in the Colony. These have so far been technically satisfactory but the co-operation of local farmers is essential if they are to be a success.

Delays in delivery of equipment have hampered mechanisation in the Eastern Region but a start has been made with the testing of certain tractor types. Projects for the immediate adaptation of existing implements for peasant farming are not promising, except for rice cultivation ; factors limiting the use of machinery, even in the plains of Ogoja Province, are numerous.

### *Irrigation*

There are two irrigation schemes, each of about 3,000 acres, to develop rice land in the Bida area of Niger Province. The cost is being met from Colonial Development and Welfare funds.

In Sokoto Province, there is an irrigation team, based on Birnin

Kebbi, which has started a number of irrigation schemes varying in size from 50 to 700 acres. There is also a small Irrigation Training School in Sokoto for training members of irrigation teams.

### *Land Settlement*

The most important land settlement scheme at present being undertaken is in an area of 65,000 acres near Mokwa in the Niger Province. The Scheme, known as the Niger Agricultural Project, is financed partly by the Nigerian Government, and partly by the Colonial Development Corporation. Its aims were described on page 41 of the 1950 Report as follows :

"... The pilot scheme will establish an administrative headquarters, a central demonstration farm of 1,000 acres and 10 self-supporting settlements, each containing 80 holdings of 48 acres each. The crops in each settlement will be cultivated with the assistance of tractor-drawn machinery.

"In the original plan each settler was allotted 36 acres, of which 24 acres were under crop each year. In the light of experience, however, each settler now has a holding of 48 acres, of which 24 acres will be cropped in any one year as previously planned. The cropping programme provides a modified four course rotation which permits of four consecutive years of grass ley.

"If, at the end of the development period, when the 10 settlements have been established and the scheme has been found to be a commercial success, it can be further developed to form 16 complete units of 10 villages, each with a training and demonstration farm, to cultivate an available area of 1,600 square miles in the Kontagora and Bida Emirates.

"By the end of 1950, 5,000 acres of bush land had been cleared and over 2,000 were under experimental crops from which valuable lessons had been learnt."

Further progress was made in 1951. After a season of excellent rains, the settlement of the first hamlet, Ndayako, reaped its first full crops amid general satisfaction. The best farmers obtained over 1,000 lb. of undecorticated nuts per acre but yields were extremely variable : Bambara nuts produced appreciably more per acre. The settlers who took care with their corn crops obtained excellent yields up to 1,000 lb. per acre. Beans failed to produce much fruit and cotton is unlikely to be economic. This year's results indicate guinea corn, groundnuts and Bambara nuts as the obvious crop rotation.

Another important Land Settlement Scheme is that at Kontagora, described in Appendix D of the 1950 report. The scheme aims to establish 15 settlements of 20 farmers each by 1954, each farmer cultivating with the aid of a plough and cattle about 35 acres, half of which will be fallow. In 1951, three settlements harvested crops on 671 acres of land giving about 12 acres per individual farmer. The corn was good and the hard-working farmer had excellent results. Groundnuts were very variable and there was a tendency for luxuriant top growth with but little to show under the ground. Clearing 720 acres for three more

settlements is nearly complete. There was unduly heavy cattle mortality during the height of the rains and intensive tsetse clearing on the river edges is now in progress.

### *Research*

As has been explained above, the Marketing Boards allocate substantial sums to research. The amount allocated by the Cocoa Board is approximately £1.3 million : one of the most important projects on which the money is being spent is a survey of the economy and soils of the cocoa-producing areas. The Oil Palm Board provided £530,000 in 1949 to finance the Oil Palm Research Station at Benin. This station has now been established on a West African basis as the West African Oil Palm Research Institute, and the endowment of the new Institute will be the Board's main research commitment. The Station's work in 1951 and other important research activities are described shortly below.

*Oil Palm Research Station, Benin.* A sub-station of nearly 450 acres was established at Abak in Calabar Province and further progress was made with the main station of over 4,000 acres near Benin, but labour shortages, occasioned by the attractive wages prevailing in the rubber and timber trades, have affected planting programmes adversely. Recent improvement in nursery and planting technique have greatly reduced the difficulty of establishing important experiments, and satisfactory progress has been made in developing the pathological and chemical sections of the station.

*Cocoa.* The search for higher yielding kinds of cocoa continues. Some hybrids produced by crossing a Nigerian selection with Trinidadian cocoa are giving high yields at an early age. A group of these trees yielded at the rate of 1,000 lb. dried cocoa per acre in their eighth year after planting.

*Guinea Corn.* Under the auspices of E.C.A., Professor Webster, of the United States Department of Agriculture and Nebraska University, has initiated a programme of sorghum research designed to produce more suitable varieties for the varying conditions of northern Nigeria.

*Other crops.* A collection of Nigerian selections and introduced strains was tested at Ibadan for resistance to maize rust disease. Introduced cowpea varieties have shown promise, and further progress has been made with the groundnut and cotton breeding work in northern Nigeria.

*Fertilisers.* Experiments continued into the use of fertilisers throughout northern Nigeria, work being mainly concerned with guinea corn and groundnuts. In the south work mainly covered yams, cassava, maize and rice.

*Plant Diseases and Pests*

*Cocoa Swollen Shoot.* The policy of suspending cutting out in the heavily infested areas, and sealing off the main centres of infection by a *cordon sanitaire* has been pursued throughout the year. An increasing number of treated outbreaks outside the sealed off areas are beginning to show negative returns on re-inspection, which suggests the treatment has been effective. The cutting-out compensation rate was raised from 2s. 6d. per tree to 4s., and a replanting subsidy of 2s. 6d. per tree is also payable.

*Fungicides and Insecticides.* Trials of fungicides on cocoa have now shown that satisfactory control of black pod disease can be obtained by spraying, and the practical application of this technique is being studied.

## ANIMAL PRODUCTS

Animal products are of great importance in the Nigerian economy. Most of the cattle and sheep of the country are in the Northern Region, where there are over five million cattle, but there are some large herds elsewhere—for example, in the Bamenda Province, Southern Cameroons. About one million cattle and six million sheep and goats are slaughtered annually, and there is a large internal trade in meat. A valuable export trade has also been built up in hides and skins, which, with a value of just under £8,000,000, were in 1951, Nigeria's seventh largest export. (Red Sokoto goatskins are well known as "morocco leather"; the reason for this trade name is that they used to be exported by camel across the Sahara). In 1948-49 a Livestock Mission visited Nigeria to investigate the livestock industry. The recommendations of their report (Colonial No. 266, published in 1950), have been under consideration. Some of the steps taken during the year to improve and increase the country's livestock and the hides and skins trade are described below.

*Livestock Improvement*

The Agricultural Department continued with work on cattle breeding and selection at their farms. There are a number of these throughout the country; those at Shika in Zaria Province, Fashola in Oyo and Jakiri in Bamenda being some of the most important. At Shika the herd average is now over 300 gallons per lactation, while several lactations have exceeded 400 gallons. The herds of Shuwas at Maiduguri, and Gudalis at Yola and Bamenda have maintained satisfactory progress. Considerable advance in the grading up of Dwarf (Maturu) cattle with N'damas will be possible when a new herd of some sixty N'damas arrives from French Guinea. Further studies of the resistance of this breed to trypanosomiasis were made. Work with large white pigs continues to show that animals of this breed can be very successful provided they are properly maintained, but the scarcity and high cost of feeding stuffs has made it difficult for local farmers to

keep up high enough standards. Further importations of Rhode Island poultry have improved departmental poultry flocks and made possible larger-scale distribution of breeding stock.

A small flock of Black Longhaired Arab (Miris) sheep were obtained from the French Veterinary Service to see whether they would be a suitable breed for parts of northern Nigeria. These sheep might be of value for their fleeces as well as their meat.

#### *Control of Disease*

The production of vaccines by the Veterinary Laboratory increased further; the figures are nearly 4,000,000 doses produced in 1951 compared with slightly over 3,000,000 in 1950. Progress during the year in combating the three chief diseases of Nigerian livestock was as follows:

(a) *Trypanosomiasis*. The curative salt of antrycide was issued for use in the field where it could be controlled and its effects recorded. The results were consistently good and the demand for the drug increased. The other antrycide salt intended for prophylaxis was used experimentally. It appeared to have very beneficial results when used on trade cattle proceeding on hoof from Kano to Ilorin.

A field trial was also carried out with another preparation and the results compared with antrycide and other known drugs.

(b) *Pleuro-Pneumonia*. There was a serious outbreak of contagious bovine pleuro-pneumonia in the provinces of Kano, Bauchi and Bornu. There is only one Provincial Veterinary Officer in each of these very large provinces which each contains nearly a million head of cattle, and much larger numbers of sheep and goats. In other provinces outbreaks were successfully dealt with or contained by the local veterinary staff.

(c) *Rinderpest*. Inoculations with lapinised (rabbit attenuated) rinderpest virus were carried out on field trial scale. This form of vaccine is indicated for controlling outbreaks of rinderpest in Nigerian Dwarf Short-horn cattle, and for general prophylactic treatment of Keteku cattle in such areas as northern Ilorin Province, where the vaccine in general use for Northern Zebu cattle is found to be too severe.

#### FISHERIES

##### *Sea fishing*

Nigerian fishermen, whose only vessels are dug-out canoes, paddled or sailed, have not in the past attempted much fishing in the open sea. Efforts are being made by the Fisheries Section of the Department of Commerce and Industries and the Western Regional Production Development Board to encourage sea fishing by helping fishermen to obtain more suitable craft and equipment. Details are given below. The Colonial Development Corporation undertaking, West African Fisheries, for deep-sea trawler fishing off Lagos and Port Harcourt (see page 46, 1950 report), has unfortunately had to limit its operations on account of their high cost.

*Colony.* The Department of Commerce and Industries' 45-foot motor vessel *M.V. Explorer* continued to fish out of Lagos but was laid-up for some months owing to mechanical troubles. The average catch for the 13 months she has worked was 150 lb of fish (valued at £4) per fishing hour.

*Eastern Region.* The encircling net for "bonga" (*ethmalosa*) and the large meshed net for sharks, dolphins and saw-fish, the use of which was demonstrated by the Fisheries Section, are now being used by both migrant and local canoe fisherman. In the Kwa-Ibo district there are reported to be 150 more nets this year than last. Two small powered fishing craft are being fitted out at Opobo and the suitability of these craft for local use will be tested. Similar tests to those at Opobo will be made from Warri with small powered craft. The Western Regional Production Development Board has provisionally allocated funds for loans to fishermen to buy such craft and the necessary gear, should investigations show that the project is justifiable.

#### *Inland Fishing.*

All inland waters are heavily fished and the best hopes of increasing the inland fish supply are by fish farming. New small fish ponds have been made in all the Regions, but plans for establishing a 500-acre fish farm at Panyam in the Plateau Province had to be reconsidered because of the high capital cost.

### FORESTS

Nigeria is a country mainly of savannah woodland, not of rich ever-green rain forest. The savannah woodlands, apart from narrow belts of forest along their water courses, only supply small dimensioned lumber and firewood for local use ; the rain forest of the coastal belt alone yields export timber in large quantities. The northern limit of this rain forest runs roughly along a line from Ilaro in the west, through Oyo, Ado-Ekiti, Onitsha, Abakaliki, Ogoja to a little north of Mamfe in the Southern Cameroons in the east. The Northern Region, therefore, falls entirely outside the rain forest belt : it is savannah country and does not export timber. But the savannah woodlands of the north are not only of economic importance for their limited supply of wood ; the growth of these trees and shrubs is the only safeguard for the maintenance of soil fertility available under the primitive system of peasant agriculture which prevails over most parts of the country. The greater part of the tree growth in Nigeria should, in short, not be classed as forest but as an essential agricultural fallow.

The main events of the year affecting forestry in Nigeria were a great increase in the amount of timber exported, and considerable additions to the forest reserve of the Northern Region.

#### *Export Trade*

It was only three years ago that for the first time the value of timber exported exceeded £1 million. In 1951 the value of timber logs

exported was over £5 million, and exports of sawn logs and veneers came to another £500,000. Roughly 18,000,000 cubic feet of timber were exported, largely to satisfy the extreme shortage of softwoods in Europe ; for this reason the greatest favourites were Obeche (*Triplochiton scleroxylon*), Abura (*Mitragyna stipulosa*) and Agba (*Gossweilerodendron balsamiferum*) which may be described as "soft hardwoods."

This vastly increased trade is being carried on without detriment to the country's permanent forests. The amount of produce taken from forest reserves is very closely controlled and the growth is replaced by carefully devised plans of regeneration. The main part of the present export trade comes from areas of farmland not included in the forest estate and on which it is profitless to attempt to replace trees which rapidly disappear before the advancing farmer. The country is therefore only putting to a good purpose a wasting asset, the greater part of which might, if not speedily used, produce little more than a pile of ashes.

### *Internal Trade*

The internal timber trade increased slightly owing to increased demands for building and furniture. The lumber trade, however, represents but a small part of the forest produce which is actually used annually in the country, large amounts of wood being consumed in the form of simple unprocessed building materials, poles and firewood. In a few places the demand for poles and firewood is partly supplied from artificial plantations of teak and cassia, but the natural forest is, and must remain, the chief source of supply.

### *Forestry Development*

The greatest development of the forest estate during the year has taken place in the Northern Region which, through extreme shortage of staff in the past, has lagged behind the West and East. In neither of the two latter Regions is the permanent forest estate as large as could be wished, but until some alternative is found to the existing system of agriculture, which necessitates so great a proportion of land lying idle as fallow, very little increase in the present area set aside for forestry can be looked for in these parts of Nigeria. The amount of new forest reserves added to the Northern Region was 904 square miles as opposed to only  $21\frac{1}{2}$  in the West and  $18\frac{1}{2}$  in the East. This brings the proportions of land set aside for permanent forestry in the three administrative units to 6 per cent for the North, 16 per cent for the West and 10 per cent for the East. Immediate plans for the further increase of these areas include 1,800 square miles of reserve in the process of constitution in the Northern Region and 175 square miles proposed in the Ondo Province of the Western Region.

In the Western Region most of the high forest reserves are now being worked under timber licence agreements drawn up to ensure that there is no over-cutting of timber and that the areas felled over are



properly regenerated. The Forest Department has also been devoting much time to the preparation of forest working plans aimed at ensuring that the reserves are managed in such a way that they will produce a sustained annual yield for all time.

### MINING

Nigeria's principal mineral products are tin ore (cassiterite) and columbite, both mined in the Plateau Province, and coal, mined at Enugu. All the tin is exported to the United Kingdom, and it represents about one-quarter of the United Kingdom's total supplies. The amount of tin produced was, as in 1950, around 12,000 tons but the value soared from £6 million to £9 million. The price averaged almost £1,000 per ton in the year.

Nigeria is the world's largest producer of columbite ; its export has formerly been almost entirely to the United States, but there is now a keen demand from many metal buyers elsewhere. The price advanced sharply during the year and contracts are now for £12-£14 a unit compared with £5-£6 in 1950. The production of coal, formerly the responsibility of a Government Department, was handed over to a new Nigerian Coal Corporation in 1950. Most of the coal is used by the Railway and Marine Departments.

#### *Cassiterite and Columbite*

The production figures for the last four years are :

	1948	1949	1950	1951
	<i>Tons</i>	<i>Tons</i>	<i>Tons</i>	<i>Tons</i>
Cassiterite . . . . .	12,714	12,175	11,390	11,178
Columbite . . . . .	1,096	888	864	1,079

#### *Coal*

On 1st January, 1951, all Government property in coal mines was vested in the Nigerian Coal Corporation which was established by Ordinance No. 29 of 1950. In addition to its duty to mine coal, the Corporation may process coal, prospect for coal, mine or quarry limestone and clay and engage in the manufacture of cement and bricks.

The output for the calendar year, 1951, was 548,382 tons compared with 580,587 tons in 1950. In the early months there was a shortage of railway waggons, but, even after waggons had become more plentiful, production did not rise until October. Later in the year, a fever epidemic in the villages supplying labour to the mines and a railway "go-slow" affected output adversely.

Labour relations remained good and Joint Consultative Committees established in 1950 did good work in improving relations.

Welfare work was extended.

At the end of the year, a new mine was being opened near Enugu. Prospecting of the lignites west of Asaba, of the upper coal measures on the escarpment west of Enugu in the valleys of the Oji and Mamu rivers and of the Orukpa coalfield in the Northern Region has continued, and the results are encouraging.

### *Oil*

The Shell D'Arcy Company continued their investigations into the possibilities of an economic oilfield in the Eastern Region. A test well was constructed at Owerri ; its depth had reached over 5,500 feet by the end of the year.

### GEOLOGICAL SURVEY

Work of great importance to the country's mining industry is carried out by the Geological Survey Department which has its headquarters at Kaduna Junction. There are also branch offices at Jos and Enugu ; the former branch serves the current needs of the tin-mining industry, and the latter is a centre for the exploration of the coal, limestone and lignite resources. The Department co-operates closely with the geological staffs of companies engaged in the exploration for and winning of minerals. Work carried out during the year included the following :

#### *Coal*

Systematic geological mapping of the coal measures has been continued to the north of Enugu and work is at present in progress at Dekina, close to the Benue River. Several workable coal seams have been discovered and their extent and quality are now being assessed. Drilling on the lignites near Ogwashi Uku, Benin Province, is proving the underground extension of beds up to 17 feet in thickness.

#### *Limestone*

Preliminary survey of a considerable number of limestone deposits has shown that the most promising for use in a cement industry is at Nkalagu, within 25 miles of the Enugu Colliery. Here beds of limestone up to 29 feet in thickness, together with adequate quantities of shales, have been traced for a distance of four miles, and drilling, sampling, chemical analysis and firing tests, have shown the materials suitable for cement manufacture.

#### *Lead-Zinc*

Geological and geochemical investigation of the lead-zinc orebodies of Ogoja Province has been continued, largely with the assistance of a team of American geologists under an E.C.A. scheme.

#### *Other Work*

Investigation into the occurrence of columbite has been continued on the Plateau tin-fields. Work has also started on evaluating the phosphate deposits of Abeokuta Province and the iron ores of Kabba Province. The Geological Survey continued to advise on the location of underground water and the sites of reservoirs.

### INDUSTRIES

The most important part of Nigeria's production comes from agriculture and mining, and there is unlikely to be any major development in manufacturing industries without the provision of cheap

power. There is only one large coal deposit so far worked—at Enugu—and the costs of transporting coal are high. There are ambitious schemes for the development of electric power, but it will take some years before they can be carried out.

Meanwhile, there are already some important manufacturing establishments in the country. The most important of these are the United Africa Company's plywood factory at Sapele, the Nigerian Tobacco Company's cigarette factory at Ibadan, and the brewery of Nigeria Brewery, Limited, at Lagos.

### *Textiles*

These are enterprises financed by overseas capital, but two Nigerian companies have set up two textile weaving mills, one at Lagos and one at Kano. The Department of Commerce and Industries, which advised on the design of the factory buildings and installation of the machinery, operated the mills for a time on behalf of the owners. The main problem during the year was the supply of yarn, but arrangements were made for sending Nigerian lint to be processed into yarn at a spinning mill in Duala.

The Department also has stimulated the local textile industry by the provision of textile training centres. These teach hand-loom weaving, but instruction in power-loom weaving will be given at centres to be set up shortly. At these, trainees will take courses in weaving, bleaching, dyeing, etc., for various periods lasting up to five years for an overseer.

The Department has also established a laboratory in Aba to carry out research on local vegetable dyestuffs and the application of other dyestuffs to Nigerian fibres. The dye chemist advises Nigerian producers on the dyeing, bleaching and finishing of their goods.

### *Dairy*

The Department of Commerce and Industries operates a dairy at Vom. Production for 1951 was over 267,000 lb. of butter, 53,000 lb. of cheese, and 37,000 lb. of clarified butter fat.

### *Mills*

The Department aims at the construction of 112 palm oil mills by 1952, at a capital cost of over £1,250,000. Each mill is capable of handling 200 tons of fruit per month, and of extracting a greater quantity and better quality of oil than by the traditional hand methods. Other mills managed by the Department are groundnut mills in the north and rice mills in the west.

### *Canning Factory*

The Western Regional Production Development Board agreed in February, 1951, to provide funds for a canning factory at Ibadan. Production started in October. Output from the Lafia Canning Factory, as this enterprise is called, is confined for the present to grapefruit segments and juice.

*Other Industrial Activities*

Other activities of the Department of Commerce and Industries included tests of mechanical graters for the making of *gari* from cassava ; further investigation into the use of conophor nuts for the paint industry ; the building of a new pottery training centre at Abuja in Niger Province and the establishment of the Okigwi centre in the east on a permanent basis.

## CO-OPERATIVE SOCIETIES

The total number of co-operative societies in Nigeria remained at about 1,100. The following were the chief developments during the year in the various types of society :

*Credit Societies*

These societies have continued to multiply at a vigorous rate, especially in Calabar Province. There are now over 400 "Co-credits", with a working capital increased by 40 per cent over that of 1950. The number of loans granted annually increased steadily ; the great majority are for petty trading. The credit societies' main achievement so far is to mitigate the economic abuses of unregulated money-lending.

The Provincial Union of Calabar Credit Societies had another good year. Assets and deposits increased by 50 per cent. The annual conference organised by the Union was held in 1951 at Eket, with the usual enthusiastic attendance. The 18 local unions organised in 1950 made excellent progress and some already play a substantial part in nursing new societies and in supervising their member societies.

*Thrift Societies*

There has been a decline in the thrift societies. Three years ago they were the most numerous type ; now they have dropped to third place, and if the prevailing apathy among members continues there is the prospect of further regression. From the Northern Region alone comes a report that the general standard of management is improving.

*Consumer Societies*

Consumer societies have made no progress. All but one of the village shops in Udi Division suffer from a lack of interest on the part of members. An effort made to solve their supply problem by the formation of a Purchasing Association has not succeeded, owing to the unwillingness of any committee to do the requisite work. In the Western Region only one or two societies now survive, despite additional help from the Government staff. Here and there in the Northern Region co-operation is apparently favoured by some consumers as a method for bulking their requirements and bringing in supplies from a distant source when otherwise none would be available.

*Marketing Societies*

In the Eastern Region, all but two societies market cocoa and a poor crop during the 1950-51 season caused a serious setback in the

Cameroons. In the 1951-52 season, however, there are signs of revival, an improvement which is essential if newly formed societies at Kumba, Mamfe and Umuahia are to succeed. Two coffee marketing societies near Bamenda did well, but an attempt to organise co-operative coffee marketing at Bakossi was unsuccessful. In the Western Region the majority of the 277 marketing societies showed a profit on cocoa ; one society handling rubber reported a phenomenal income.

At Asejire a society made a pioneer effort in marketing palm produce from an oil mill and a co-operative group farming society was formed. The formation of this potentially important society was sponsored by the Western Region Production Development Board. The Board has undertaken to plant and maintain permanent crops, such as improved oil palms and citrus fruit trees, while the member-farmers retain their entitlement to inter-plant annual crops and to harvest the fruit of the permanent trees. Asejire is in an area where cocoa trees are dying of swollen shoot disease and where, in consequence, the farmers need alternative sources of income.

The total of cocoa marketed co-operatively was 10,908 tons or 9.8 per cent of the Nigerian crop. Storage facilities were further improved. Quality was maintained at a remarkably high level ; more than 98 per cent of all co-operative cocoa was Grade I.

### *Craft Societies*

The eight societies of craftworkers had a fair year, with the exception of the Ikot Ekpene Raffia Workers. This society failed to find any market to replace the loss of substantial exports to the United Kingdom. Its members have requested dissolution, apparently wishing only to recover their share capital and revert to their former loosely-knit "guild" status.

### *Women's Societies*

There are a large number of women in co-operative societies. Three thousand are organised in credit societies with an exclusively female membership. Another seven thousand are enrolled in eight maternity societies, and two craft societies have women members only. In the co-operative maternity centres of the Eastern Region 489 babies were delivered, with a trained midwife in attendance. These women's societies survive on a precarious basis, their most serious weakness being financial.

## Chapter 7 : Social Services

### EDUCATION

The Report for 1950 mentioned the extraordinary expansion of education in Nigeria since before the war. Government expenditure alone on education is more than ten times what it was in 1939, and this takes no account of expenditure by Native Administrations, or by Christian Missions, which began their educational work in this country

long before Nigeria existed as a political entity and still operate, with financial assistance from Government, the overwhelming majority of schools, particularly in the Western and Eastern Region. This educational expansion continued during the year 1951, which was marked by an increased demand for education from all classes in the Northern Region, where till recently there has not been the extent of keenness for western education shown in the south. Other important events of the year were the progress made with new buildings at Ibadan University College and the establishment of the Nigerian College of Arts, Science and Technology ; more grants of university scholarships ; the further development of adult education ; and a visit by a Study Group sponsored by the Colonial Office and the Nuffield Foundation to make a study of educational policy and practice in British West Africa. These are mentioned in more detail below, together with some of the difficulties met with in the carrying out of the country's educational programme. Two of the most important to be overcome are those of obtaining good teachers in adequate numbers and of obtaining more assistance from the community in paying for the costs of primary education. There was much discussion during the year in both the Western and Eastern Regions on the imposition of education rates for this purpose.

#### *University College, Ibadan*

During the year much progress was made with the new buildings of the University which will allow an expansion of numbers up to about 500 in 1952. The numbers during 1951 were much the same as for 1950—about 325. Other important events of the year were the grant of £500,000 by the Nigerian Government to the University to wipe out its deficit, and arrangements for a visitation by the Inter-University Council for Higher Education in the Colonies. Sir Sydney Phillipson assumed duty as Chairman of the Council of the College.

The Nigerian Government has provided the sum of £1,500,000 to build a teaching hospital at the College. The planning of the hospital is proceeding.

A copy of the Address by the Principal, at the First Meeting of the Academic Board Session for 1951–52, is at Appendix F.

#### *The Nigerian College of Arts, Science and Technology*

The following description of the College was given on page 54 of the Report for 1950 :

“ It is hoped in 1952 to open another institution of higher education which should be of the greatest importance to Nigeria, namely, the Nigerian College of Arts, Science and Technology. The College will be in three branches, one at Ibadan, one at Zaria, and one at Enugu. The Principal will be Mr. W. H. Thorp of the Nigeria Education Department, who, with Dr. F. J. Harlow, then Principal of the Chelsea Polytechnic, London, prepared the Report on a Technical College Organisation for Nigeria (Sessional Paper No. 11 of 1950), on which the Nigerian Government has based its

plans. The College will provide technical education at the higher levels, and further education for men of ability who are already in employment. Technical education of a lower standard will remain the responsibility of the trade centres and technical institutes of the Technical Branch of the Education Department. In some courses, such as that for the training of professional engineers, the College will provide all the theoretical instruction required; in others, such as those for training in veterinary science and in the work of medical auxiliaries (the training of doctors will continue to be carried out at the University College, Ibadan), part of this instruction will be given at one of the Government department training schools. The College, especially at Zaria, will also train teachers for secondary schools, for whom there is a very great need, and for technical institutes."

The first students admitted to the College entered the Zaria branch in January, 1952. They are being trained as teachers. The first students at the Ibadan branch of the College will be admitted in October, 1952.

Progress was made during the year with the College building programme. At Ibadan large chemistry and physics laboratories and four blocks of lecture rooms were almost complete by the end of 1951. Less progress had been made at Enugu and Zaria, but the assistance of the Northern Region educational authorities enabled the latter branch to start work at the beginning of 1952. A number of administrative and technical staff were recruited for the College.

#### *Nigerian University Students Overseas*

During 1951 the Nigerian Government awarded 115 scholarships to Nigerian students. Of these students, 61 came from the Western Region, 46 from the East and only eight from the North, which with half the population of the country is still behind the West and East in the numbers and range of its schools. Of the students some went to Ibadan University College, and some to universities in the United Kingdom, the United States and Canada. The total number of Nigerian Government scholars at universities in the United Kingdom is 274, and in the U.S.A. and Canada 12. In addition there are some 1,100 private Nigerian students without Government assistance at universities or similar institutions in the United Kingdom and over 300 in North America. There are Nigerian Student Liaison Officers in the United Kingdom who assist Nigerian students there in collaboration with the Colonial Office; there is also a Nigerian Students Liaison Officer in Washington D.C., who assists Nigerian students in North America.

#### *Technical Education*

The existing facilities in this vital branch of Nigerian education and the plans for the future were described on pages 54-55 of the Report for 1950. The expansion that is so necessary to remedy the shortage

of artisans continued, but progress was at times handicapped by lack of electric power supplies and shortage of staff.

The number of full-time students at Yaba Technical Institute was 206 ; there were also 288 part-time students, making a total enrolment of just under 500. Yaba Trade Centre continued to give training in ten different trades. The number of full-time students was 175, and of part-time students 29. The largest classes were for motor mechanics and cabinet makers. Enugu Trade Centre had 162 full-time and 15 part-time students, and Kaduna 86 students, all full-time.

A handicraft centre for school children from senior primary schools in the East was opened at Enugu in January, 1951, with over 200 pupils in woodwork and metal work classes. The Technical Institute at Enugu and the Ombe River (S. Cameroons) Trade Centre are nearing completion and classes are due to start there in 1952.

### *Teacher Training*

The number of teacher-training centres in Nigeria has been increased greatly in recent years. There are now 92 teacher-training centres in Nigeria, including 23 for women only, and three for both men and women, together with two rural education centres for the instruction of teachers in rural science. There are also a number of preliminary training centres, offering courses in preparation for entry to the teacher-training centres proper. In 1938 the total of teacher-training centres was only 30. In spite of the increase it is by no means easy to supply the constantly growing demand for more teachers to maintain the rate of educational expansion. The position reached during 1951 in the Regions is summarised below.

*West.* In the Western Region, the total number of teachers in training during the year was 1,694 and the output of trained teachers increased to 674. The quality of training is not high and will not improve until better qualified staff is available. A difficulty here is that in general Mission teachers consider that there are more chances for advancement on the administrative side than in teacher training ; this in part accounts for the frequent changes amongst the staff of training colleges run by voluntary agencies, which have an adverse effect on training.

*East.* The output of trained teachers in the Eastern Region remains high, and at the beginning of the school year 1951, some 1,100 additional trained teachers became available, about 200 of these being women. There is a shortage of equipment evident in many of the teacher-training centres, and some of the entrants have inadequate grounding. The situation should improve soon ; owing to an inadequate supply of trained teachers in the past, the standard reached by many of the primary school leavers is not what it should be, and it is from these school leavers that the majority of entrants to the centres are chosen.

A Government women's training centre at Enugu was opened at the beginning of the year and 56 girl students started their course of



training in January. When the buildings are complete the centre will take 200 students.

*North.* Good progress in teacher training is being made in the Northern Region. As was mentioned above the first secondary teacher-training course began at the Zaria Branch of the Nigerian College of Arts, Science and Technology in January, 1952. The number of Zaria secondary school students who volunteered both for this course and for the higher elementary training centre, Katsina, is promising. For the first time for some years, there is a good field for recruitment to Bauchi and Katsina elementary training centres. During the year the Chief Inspector of Education, the Education Officer in charge of the Bauchi Elementary Training Centre and Mr. Shettima Kashim, M.B.E., M.H.R., now Minister of Social Services and then Education Officer, Bornu Native Administration, visited the Bakht-er-Ruda Training Centre in the Sudan, to study organisation and methods there.

### *Secondary Education*

*Western Region.* In the West it became necessary to increase fees for secondary education, but this is now beginning to have the undesirable result of excluding some good pupils from secondary schools.

Queen's School, Ede, which, as was explained on page 55 of the Report for 1950, is taking the boarders of Queen's College, Lagos, the capital's leading Government Girls' School, was completed during the year. King's College, Lagos, the leading Government Boys' School in the capital, started Higher School Certificate work in 1951, and a few girls from Queen's College, Lagos, were admitted to the course.

*Eastern Region.* In the East the provision for capital grants, made under Colonial Development and Welfare schemes, for the expansion of existing secondary education facilities or for the establishment of new secondary schools is almost exhausted. Secondary schools have benefited to a considerable extent under these schemes, and many are now provided with excellent buildings, but the standard of equipment is in some cases still too low. One of the exceptions is the Government College, Umuahia, where the original buildings, mostly of temporary materials which have lasted beyond their expected span of twenty years, are being replaced by more imposing permanent buildings, although progress is not as rapid as could be wished.

*Northern Region.* There was satisfactory progress in the Northern Region. The leading Government Secondary Boys' School in the Region is at Zaria, and is now almost complete. The range of teaching at a number of schools was widened and the Sudan Interior Mission opened a new school at Egbe in Kabba Province.

An inter-secondary school sports meeting was held for the first time at Zaria, Saint John's College being the winners. The object of this meeting was not only to raise the standard of athletics in the north but also to establish friendly relations between the secondary schools in this Region.

### *Primary Education*

Primary education in the country is mainly given in Mission schools, financially assisted by Government under the revised grants-in-aid system established by the Education Ordinance (No. 39 of 1948). Government expenditure on grants in aid has become so heavy that, as explained in the Report for 1950, local communities will soon have to bear an increased share of the cost of primary education.

*Rating.* There was much discussion during the year both in the Western and Eastern Regions regarding the setting up of an educational rating system for this purpose. In the East the Regional House of Assembly approved a report by a Committee in favour of a rating system. Rates have been or are being imposed in several areas of the Region, including Abakaliki Division, Nsukka Division and the area under the Ikot Ekpene County Council.

In the Western Region a few Native Authorities have imposed rates at amounts varying from 3s. to 5s. There is general acceptance of a rate, but only at a figure which can be paid without difficulty by all sections of the community. There have been one or two objections, particularly in Ivbiosakon, where the Native Authority's imposition of a rate of 5s. was followed by a strong protest from about 100 tax-payers.

*Inspection, Staff and Pupils.* The difficulties of maintaining adequate administration and inspection with insufficient staff still continue, but new posts are being created in the inspectorate of the Education Department.

The teaching staffs of existing schools are being strengthened, but some untrained staff will be necessary for some time to come.

In the Western Region the rush for education has slackened for the time being. In all Provinces in the Region except Warri fewer children started school in 1951 than in 1950. It is probable that this slackening is due to increased fees and the fact that parents no longer see any economic value in a "Standard VI" school leaving certificate.

In the Eastern Region, thanks to the phenomenal rate of expansion during recent years, there are now roughly 400,000 children in junior primary and 100,000 in senior primary schools. Owing to the rapidity of this expansion the standard of buildings and equipment in the schools particularly the junior primary schools, is inadequate, and there is an urgent need of improvement.

An interesting development in the Northern Region is the success of community schools in Kappa Province, where the local communities are building, and often equipping, new schools, and the Native Administration is supplying the teachers.

### *Girls' Education*

There were further advances in girls' education in the Northern Region. The first three Muslim women from the far north have obtained their Elementary Teachers' Certificates; two new training

centres have been built, and are to be open in 1952 ; one more Provincial girls' school is nearly completed, and plans are advanced for the building of the first Government girls' secondary school for the north. More than 40 qualified teachers have passed out from the Government Training Centres at Kano and Sokoto, and from the two Mission Training Centres ; a second Mission secondary school has been opened in Kaduna, and a new school for local girls has been opened by the Roman Catholic Mission in Plateau Province, at Zawan. Guiding and other forms of informal education are expanding. New Companies have been started in districts in which girls have hitherto been shy of appearing even to enjoy themselves, and this is symbolic of a general stirring among women all over the north.

In August, a Headmistresses' Course was held for the first time in Kaduna. Twenty headmistresses and senior members of school staffs attended, and showed their quality in a strenuous ten days of activity.

In the west, as was mentioned above, Queen's School, Ede, was completed. There are encouraging reports from the Region of the increasing interest shown by the public in the provision of secondary schools for girls, but the total number of girls receiving secondary education remains small.

Women's classes continue to be popular. Many more could be opened if staff were available to run them, but recruits for work among adult women and for domestic science are still few.

### *Adult Education*

A representative Conference on Adult Education was held at Zaria during the year. The Central Board of Education in November, 1951, accepted this Conference's main recommendations and issued the following statement of territorial policy :

(1) The essential aim of adult education is to organise facilities for remedial primary education for adults, especially in rural areas.

(2) Facilities for remedial primary education may be extended to adolescents, i.e. persons about twelve years old and above, who are not school pupils. Conditions for the admission of such adolescents to adult classes or the provision of separate classes for them must be determined locally in accordance with instructions issued by a Regional Director.

(3) The first objective of all adult education activities is to help illiterates to read and write in their language of conversation so that they can feed and enrich their own minds and take an intelligent part in social, economic and political developments.

(4) Provision should be made in Adult Education Centres for post-literacy instruction in accordance with courses of study approved by the Education Department.

(5) The programme of adult education should include such activities as homecraft for women, talks, discussions and practical community improvement projects.

(6) In view of the urgent importance of the social education of women they should be given special consideration in the adult education programme.

(7) A determined effort should be made by the Regional Governments to co-ordinate the activities of the agencies concerned with adult education.

Each Region now has its own Adult Education Branch and the Regions will, therefore, prepare plans in 1952 to implement this policy.

The total 1951 enrolment in adult education classes was 88,700, an increase of 26,000 over the 1950 figure. In the north all the classes are for literacy instruction. In the other Regions about a quarter are post-literacy classes. In all Regions the programme is now one of seasonal literacy campaigns repeated every year. An attempt to organise instruction throughout the year was unsuccessful and has been abandoned.

The increasing number of women attending is encouraging, and Calabar Province continues to lead the way. Where possible, separate classes are organised for women, but the difficulty is to find instructors.

There are now eight vernacular news-sheets—four in Yoruba, and one each in Hausa, Tiv, Kanuri and Ibo. All are increasing in popularity. An experiment with a coloured comic strip in Yoruba has only had a limited success. While popular with school children, it was found that the adults had difficulty in understanding the technique.

Books are now being produced in fourteen languages—Hausa, Yoruba, Ibo, Efik, Bini, Etsako, Tiv, Gwari, Nupe, Igala, Kanuri, Fulani, Birom, and Bura. The total numbers of primers sold in the period 1947 to 1951 are :

Hausa	.	.	.	.	230,000
Yoruba	.	.	.	.	82,000
Efik	.	.	.	.	38,000
Ibo	.	.	.	.	42,000
Other Languages	.	.	.	.	25,000
					<hr/> 417,000

#### *Visit of Education Study Group*

The Study Group referred to on page 51, which visited Nigeria during the year to study educational policy and practice, was under the chairmanship of Dr. G. B. Jeffery, F.R.S., Director of the Institute of Education of London University. The Group included the Chief Education Officer of Kent, one of His Majesty's Inspectors of Secondary (Modern) Schools, and an authority on education and welfare work among adolescent girls. The Group spent almost three months in Nigeria, visiting schools of all types and Teacher-Training Centres, and holding discussions with members of the Education Department, the Regional and Central Boards of Education, local Education Committees, representatives of Voluntary Agencies, Native Authorities, and teachers, and with many others.

During 1951 the medical services of Nigeria were rapidly expanded, and it is doubtful if in any one previous year so much progress has been made. These medical services are provided by the Government Medical Department, Missions, companies and corporations, such as the Cameroons Development Corporation, and private practitioners. The head of the Medical Department is Dr. S. L. Manuwa, O.B.E., M.D., F.R.C.S., Inspector-General of Medical Services. Dr. Manuwa is the first Nigerian to become head of the Medical Department which included 240 qualified men and women in 1951. The main achievements of the year are set out in the paragraphs below. They include the improvement and extension of nurses' training ; progress with the establishment of a Medical School for the Northern Region at Kano ; the completion of three new general hospitals ; important and encouraging results in the treatment of leprosy at Uzuakoli ; progress with the experimental malaria eradication scheme at Ilaro ; the start of a new rural health service ; and the expansion of maternity and child welfare clinics.

Much of this progress was made possible by the great improvement in the recruitment of staff during the year. The establishment of medical officers, health sisters and radiographers is now full. There is, however, still a serious shortage of general duty nursing sisters and of sister tutors who are badly needed to train local nurses in sufficient numbers ; further a great number of the new medical officers are at present on contract terms and not permanent members of the establishment.

#### *Main Training Schemes*

**Doctors.** Since 1948 nearly 100 Africans have been appointed to senior service medical or health posts in the Medical Department, but the expansion of Nigerian medical services is impossible without a further great increase in the supply of trained Nigerian medical staff. The local training of doctors is the responsibility of the Medical Faculty of the University College, Ibadan. At the beginning of the academic year 1951-52 there were over 80 Nigerians studying medicine at the College, 30 with Government bursaries. There were also over 100 Nigerian medical students in the United Kingdom including 10 Government scholars, and 13 in North America including two Government scholars.

**Nurses and Midwives.** There are about 200 Nigerian girls training as nurses in the United Kingdom.

The local training of nurses has been improved and extended. A hostel for female nurses at Kano is under construction and the one at Ibadan is being expanded to double the intake of student nurses from 40 to 80. Of the nurses in training 158 passed the Nursing Council examination and became registered nurses. Two hundred and three nurses have completed their preliminary training during the year and have been sent to the various hospitals for further training. There

has been a welcome increase in the number of female candidates offering for training as nurses, but many more are required.

A school for the training of Grade I midwives at Kaduna was opened during the year, bringing the total in the country up to four. Three midwifery sister tutors were recruited for teaching purposes during 1951. Examinations are held bi-annually by the Nigerian Midwives Board and 31 candidates obtained their Grade I Certificates. It is now the policy of the Department that all registered female nurses undergo midwifery training and this is being carried out gradually. Grade II midwives are trained by various Missions and Native Administrations ; during the year 122 passed the Midwifery Board's Grade II examination and obtained their certificates.

*Pharmacy.* At the School of Pharmacy, Yaba, the total number of students during the year was 110 ; of these 29 passed Part I of the Diploma examination and 19 passed Part II. The latter were awarded their Diplomas as qualified chemists and druggists.

The School of Pharmacy, Zaria trains students for the Dispensers (Northern Certificate) which, although adequate, is not of such a high standard as the Yaba Diploma. The course lasts for three years. Twenty-six students are now in residence and nine obtained their Dispenser's Certificate during the year.

*Sanitary Inspectors.* Training is given at Lagos, Kano, Aba, and Ibadan. In the three schools at Ibadan, Kano and Aba 105 students were in training during the year, of whom 74 were Native Administration students and 31 Government. Twenty-two students qualified as Sanitary Inspectors from the three schools. The Lagos school had in training 46 students during the year, of whom 17 qualified as Sanitary Inspectors, nine of these obtained their R.S.I. Certificate. Nine other Sanitary Inspectors from the Provinces also obtained this certificate.

*Medical Assistants, Medical School, Northern Region.* As was mentioned in the Report for 1950, it is intended to establish a training school at Kano for medical assistants. Students passing out successfully from the school would be licensed for Government service in the Northern Region. A Principal has already been appointed and is in residence in Kano. During the year he made an extensive tour of training schools in British Tropical African territories in order to discover the methods and type of training most suited to Northern Nigeria and to the students concerned. Some equipment is already available from the old abandoned Yaba Medical School. It will be possible to start the training of students without waiting for buildings to be completed by using for the time being some of the new Infectious Diseases Hospital Buildings in Kano City.

*Other Schemes.* Other training schemes continued during the year. These included courses for dental technicians, X-ray technicians, assistant physiotherapists, laboratory technical assistants and dispensary attendants.

### *Hospital Services*

*New General Hospitals.* During the year three new general hospitals were completed. These are at Onitsha, Shagamu and Birnin Kebbi, where better hospitals were badly needed.

*North.* In the Northern Region a new hospital at Mubi (in part of Adamawa Province within the Cameroons Trust Territory) is taking shape and should be completed in twelve months' time. The rebuilding of Bauchi Hospital is near completion and several of the new buildings have been occupied. Work on rebuilding Lokoja hospital on a new site is progressing well. New wards have been added to the hospitals at Offa and Maiduguri and Jos infectious diseases hospital, while new operating theatres with X-ray rooms attached have been completed at Kafanchan, Maiduguri and Katsina. Other essential additions such as maternity wards, administrative and out-patient blocks, isolation wards and Junior Staff quarters are being or have been completed at Kano, Kafanchan and Yola. Zaria General Hospital is being provided with waterborne sanitation.

*East.* In the Eastern Region, the new 106-bed General Hospital at Onitsha, mentioned above, is complete. A modern hospital of 75 beds and a tuberculosis pavilion of 30 beds at Bamenda are almost ready. A further addition of 75 beds has been made to the Aba Hospital and the maternity section of this institution now deals with 2,500 confinements a year. A new children's ward of 12 beds was opened at Calabar during the year and the conversion of an old building has provided a satisfactory tuberculosis pavilion where a good start in the modern treatment of tuberculosis has been made. At Ogoja a new 16-bed ward is near completion and at Enugu a new theatre for the existing General Hospital will shortly be in use. A new country-type hospital at Ogoni is nearing completion.

*West.* In the Western Region Shagamu hospital was completed. In addition a new 30-bed ward has been added to the Benin General Hospital. The old Akure General Hospital is rapidly being converted to a maternity hospital. At Warri a 20-bed maternity ward and a 30-bed general ward have been added. At Abeokuta a start has been made with construction of the new mental hospital. At Iwofin work is under way on the proposed new maternity hospital. }

*Co-operation with Missions.* Progress has been made in expanding further hospital facilities in co-operation with Missions. In the west, building has commenced at the two new combined Government and Mission hospitals at Owo and Ado Ekiti. In the east a start has been made on the new Mission Hospital at Eket which has received a grant of £10,000 from Government and plans for the building of a joint hospital at Amaigbo are under way. In the north, work on the Mission hospitals at Bambur, Numan and Lassa, for which Government grants have been made, is steadily progressing, while Mkar hospital has added a maternity ward to its already extensive facilities.

*Rural Health Service.* A start has been made with rural health services which, in co-operation with medical field units and in charge of rural medical officers assisted by health sisters, should come to play as important a part in the life of the rural communities as the hospital service in the urban areas. The Rural Health Centre at Kankiya in Katsina Province has been completed and the building of a second centre at Sokoto has commenced. The ambulance services are being gradually expanded and form an important link between the rural health service and the hospitals. Twenty-one new ambulances were received in the Northern Region during the year ; five of these were purchased by various Native Authorities and the remainder by Government. Eleven new ambulances were put into use by the Western Region, including two in Lagos, and three in the Eastern Region.

*Maternity and Child Welfare.* Ante-natal clinics continue to grow in popularity. The recruitment of 14 additional health sisters during the year has enabled a great expansion in this favoured aspect of medical work, but even so the demand outstrips supply.

*Mental Services.* Plans for the first units of the projected new Mental Hospital at Abeokuta have been completed and work is about to commence. The first stage of construction will comprise six buildings (one treatment and administrative building, two male wards, two female wards and a refectory). These will provide accommodation for 72 patients. The first four nurses to complete their training on scholarship in the United Kingdom for mental hospital work have returned ; three others are in training.

*Orthopaedic Hospital.* The amount of work undertaken is increasing year by year. Accommodation for patients is now inadequate and it is hoped to add another ward and new staff quarters as soon as possible. Assistant physiotherapists receive their training at the hospital, and the limb workshop continues to grow in popularity. During the year 64 new artificial lower limbs and 10 upper limbs were made ; 518 artificial limbs were serviced and 485 other orthopaedic appliances made. The workshop provides all types of orthopaedic appliances from crutches to full limbs for hospitals all over Nigeria. In the Physiotherapy Department 19,709 treatments were given to in-patients and 10,260 to out-patients.

*Medical Field Units.* The work of these units is being gradually expanded. In the Western Region there are two Units based on Ilaro and Auchi, where mass campaigns are being carried out against endemic diseases, notably against yaws ; mass vaccination campaigns were undertaken in Abeokuta, Oyo and Benin Provinces. Sample surveys are performed to estimate the incidence and morbidity rates of conditions in rural areas.

In the north there are four units with headquarters in the Sokoto, Bornu, Plateau and Benue Provinces. The Sokoto team undertook a mass morbidity survey at Yabo and treatment centres were established at Kalgo and Diggi. Special investigation was made into the nutrition



of the people and the most important vitamin deficiency was considered to be a lack of Vitamin C. A further survey at Raba showed the commonest diseases to be bilharzia, hookworm and guinea worm. The Bornu unit discovered that many of the people in the area of their survey were infected with bilharzia. The Plateau Field Unit was lent to the Eastern Region for a mass vaccination campaign and on its return to the Plateau began sleeping sickness and yaws surveys in the Southern and Jema'a Divisions. Later this unit was engaged in investigating an epidemic of unknown aetiology occurring over a widespread area in the Province. The Benue unit, in addition to controlling endemic diseases in the Province by means of dispensary groups, each of which treated up to 900 cases a month, also carried out mass vaccination campaigns and assisted in obtaining a number of valuable vital and sociological statistics in connection with the coming census.

In the Eastern Region the Cameroons Unit assisted in loiasis research at Kumba and conducted systematic surveys in Bamenda and Kumba, establishing levels of incidence of yaws and helminthic disorders in these areas and making a special study of bilharzia and paragoniamiasis. A new Unit was posted to the Rivers Province towards the end of the year. In December both Units were actively engaged in preventive work necessitated by an outbreak of yellow fever in the Udi division of Onitsha Province.

It is of interest that the hostile attitude of the people, so frequently observed in vaccination campaigns, disappears to a large extent when these are part of a general mass survey and treatment programme.

### *Diseases and Treatment*

*Leprosy.* The Leprosy Research Unit at Uzuakoli is attracting world attention. The greatest contribution of the Unit has been the introduction of D.A.D.P.S. In Uzuakoli this drug has been thoroughly tested for toxicity and a rationale of treatment worked out; the drug is effective and cheap and can be made available to all. The introduction of sulphone treatment has had a profound effect both on the patient and the outlook for leprosy control. The disease is no longer to be dreaded and concealed, with the result that in Onitsha Province alone 10,074 patients are on sulphone treatment and 29 segregation villages have come into existence in the last eighteen months. In Owerri Province 4,755 patients have voluntarily isolated themselves. In the Aba Division of this province the people have themselves contributed over £1,000 towards the extension of local centres. Old defaulters from the hydnocarpus oil days are returning for treatment. Thus the new drug is having effects far wider than its specific therapeutic action alone. The period necessary for treatment still requires the isolation of infectious cases, preferably in segregation villages.

The improvement of the staff position in the Leprosy Service is gratifying; there are now nine full-time medical officers and nine nursing sisters engaged solely in leprosy work, apart from the great

contribution made by the various Missions who undertake this work. Those missions pursuing the approved policy in leprosy work obtain Government support both in capital and recurrent expenditure.

It is evident from recent figures that there is a definite decrease in the incidence of leprosy in the Eastern Region and it has been possible to consider the closure of a clinic. This marks, it is hoped, the beginning of a wane in leprosy, due to concentrated effort and the remarkable effects of new treatment and segregation.

*Smallpox.* As has been stated in many previous reports this disease is still prevalent throughout much of the country and takes an unnecessarily heavy toll of life, recoveries often leaving the unfortunate victim blind. During the year there have been encouraging signs that opposition to vaccination is lessening, especially through the efforts of the Field Units, and it is likely that, once the Rural Health Service has made its impact on the rural areas, opposition will fast disappear. Over seven million doses of smallpox vaccine were prepared by the Laboratory Services during the year and over two and three quarter million vaccinations were carried out up to the end of November, 1951.

*Cerebro-spinal meningitis.* Happily no major epidemic of this disease occurred during the period under review and total notifications up to the end of the year for sporadic outbreaks were 9,933, compared with 27,596 for 1950.

*Malaria Service.* The Malaria Service has extended the scope of its work and widened contacts with British and foreign scientific institutions. The continuance of the Ilaro experimental eradication scheme and preparations for the malaria training course to be run in Nigeria in 1952 by the Malaria Service under the auspices of the World Health Organisation were the two main pre-occupations.

Although final results on the Ilaro eradication scheme cannot be assessed until it has been in operation for three full years, some interesting figures are available. Unlike eradication projects in Sardinia and Cyprus, where re-infestation is prevented by natural barriers, the Ilaro project is not so protected, and in essence consists of attempted control of anopheline mosquitoes in a hyperendemic area purely by the residual spraying, repeated at three-monthly intervals, of 2,300 houses containing over 11,000 rooms. All dwellings situated within a three-mile area of Ilaro are similarly treated. There has been a spectacular decrease of adult anophelines, especially of *Anopheles funestus*. The average number of *A. funestus* collected per capture station per room per day dropped from 2.49 in 1949 to 0.0005 in 1951 and in the case of *A. gambiae* from 3.3 in 1949 to 0.4 in 1951. The amount of larval breeding similarly decreased from 20 larvae per 100 dips in 1950 to a figure varying from 0 to 0.2 in 1951 in the case of *A. funestus* and from 150 per 100 dips in April, 1950, to 18 during 1951 in the case of *A. gambiae*. The infectivity of *A. gambiae* fell from the average monthly rate of 6.3 per cent in 1949 to 0.12 per cent in 1951 and in the case of *A. funestus* from 3.5 per cent in 1949 to zero in 1951.

The results of this hounding of the mosquito has begun to show results in the population, especially in the young. In infants the reduction of infectivity was from 28 per cent in 1949 to 9.8 per cent in 1951 and in children between one and two years from 80 per cent in 1949 to 37 per cent in 1951. Other results are reflected in the reduction of malarial morbidity recorded at Ilaro dispensary, an increase in live births and a reduction in infant mortality rates. The cost of the scheme is a modest 5s. per annum per head of the population. The expert committee on malaria of the World Health Organisation expressed its thanks to the Nigerian Government for the initiation of the Ilaro scheme and has recommended that the attention of other Governments be drawn to the principles under which the scheme operated.

*Sleeping Sickness.* The control of sleeping sickness by means of treatment and prophylactic drugs has continued. During the year 600,000 people have been examined by teams and individual dispensary attendants and 2,000 new cases discovered. A fresh occurrence of this disease was detected in the eastern part of Kano Province and 20,000 people were examined in Mallamaduri and Anyo districts of Hadejia Emirate. In the Zalan and Rahama districts of Bauchi infection rates appear to be on the increase. This is due in a large measure to recent numerous new mining projects and the situation is being investigated. In the Jema'a Division of Plateau Province timber extraction undertakings have increased exposure of labourers to sleeping sickness infection, and appropriate measures have been taken.

Four hundred and eight miles of stream were cleared during the year, mainly in contiguous parts of Katsina, Zaria and Kano, and on the headwaters of the Challawa and Shika river systems. The lower reaches of the latter have permanent flowing water and every effort is being made to have the reclaimed valleys properly utilised for grazing and irrigated farming. Another 35 square miles have been made tsetse free near Gboko where numbers of Zebu cattle are able to remain throughout the year. Clearance on a smaller scale was carried out near Kafanchan in the Lere district of Zaria and at the settlements in Kontagora and Shendam.

*Tuberculosis.* Two medical officers, after extended courses on tuberculosis in the United Kingdom, returned to duty during the year. One of these has taken up duty in Lagos and is in charge of a small 20-bed Tuberculosis Sanatorium at Yaba ; he also has charge of 29 beds for tuberculosis cases at the General Hospital, Lagos. A Tuberculosis Clinic has been opened at the General Hospital. The second officer with headquarters in Ibadan is busily engaged on preliminary work for a general survey to be carried out with a newly arrived mobile mass miniature radiography unit. As was mentioned above an old building at Calabar has been converted into a tuberculosis ward and a new tuberculosis pavilion is being added to the new hospital at Bamenda. Plans have been completed for a new pavilion for Jos. The mass miniature X-ray set in Lagos was used to the full during the year.

Treatment of pulmonary tuberculosis is by the most modern methods ; streptomycin and P.A.S., though their use is strictly controlled, have been made available for use in in-patient treatment of suitable cases both in Lagos and at other general hospitals.

*Yellow Fever.* During the latter part of December an outbreak of yellow fever in Udi Division of Onitsha Province was discovered. This outbreak was still in progress in March, 1952, and to that date 13 proven cases with eight deaths were recorded. A complete medical field unit with its Medical Officer and 31 dressers was mobilised to deal with the situation together with Senior Health Superintendents, a Senior Laboratory Superintendent and other junior service staff. The Acting Director of Virus Research is undertaking a controlled epidemiological investigation in addition to a clinical and pathological investigation of cases. Vigorous anti-mosquito work is in progress and a mass immunisation campaign is under way ; up to the present 26,000 persons have been vaccinated with Dakar combined yellow fever smallpox vaccine.

#### *Laboratory Service.*

One new laboratory was opened at Onitsha, bringing the total to 28 laboratories outside the Lagos area.

Over seven million doses of phenolised and lanolated smallpox vaccine were produced. Preliminary experimental work was commenced on the combined yellow fever/smallpox vaccine. Anti-rabies vaccine continues to be produced and 190,000 ml. of this vaccine was prepared. A satisfactory pregnancy test, the results of which will be published shortly, has been worked out by a pathologist using local male toads. Work has begun on streptomycin sensitivity tests on the local strains of the tubercle bacillus.

#### *Medical Research*

The Virus Research Institute has continued its programme and has also undertaken several other investigations outside its original commitments, notably work in the Gold Coast and in Onitsha Province on outbreaks of yellow fever and on the use of the yellow fever scratch vaccine produced by the Pasteur Institute at Dakar. The Institute has been designated a World Health Organisation Influenza Centre and is undertaking investigations into the epidemiology and virology of this disease. The study of local strains of rabies virus has been pursued, and it has been shown that the live vaccine prepared from chick-embryo material by Lederle Laboratories has a high immunising potency in mice against Nigerian strains of rabies and also that the vaccine can be readily prepared under local conditions. The shortage of professional staff for research is still acute but during the year three new laboratory superintendents were appointed.

The research team at Kumba in the Southern Cameroons continued its investigations on loiasis mentioned on page 61 of the 1950 report.

### *Heat Research*

During the past twelve months work has continued on the problems of the adaptations to the hot humid environment shown by both the African and the European. The specific fields of investigation include acclimatisation, metabolism, nerve function, endocrinology and blood chemistry. Some anthropological investigations have also been made. During the latter part of the year the Heat Research Officer visited Korea on secondment to investigate the physiological problems of clothing and adaptation in cold climates.

### *X-Ray Services*

Ten more X-Ray technicians passed their examination in April and six more students began a six-month course in the X-Ray Department, Lagos, during June.

Two Medical Officers (Radiological), after seven months study leave, returned to Nigeria in 1951. Since then radiology work in the Lagos area has been greatly expanded and radiography techniques improved.

All films taken are examined and reported on by these Medical Officers, who also examine patients by fluoroscopic screening methods both at Igbobi Hospital and at the Lagos Chest Clinic. Some 5,000 patients were X-rayed in the Lagos area. Certain radiological examinations are now carried out as a routine measure when indicated.

The inspecting radiographer has maintained and transferred X-ray sets in all three Regions so that the existing equipment is used to the best advantage. Production delays in the United Kingdom, however, postponed the delivery of powerful 4-valve and other X-ray sets which are on order.

## HOUSING

The following paragraphs describe briefly the various types of housing in Nigeria's three Regions and the more important housing and town planning schemes.

### *Northern Region*

Most families live in simple houses of mud and thatch, which can be easily built and renewed from local materials. The wealthier classes live usually in large rectangular houses, built mostly of mud, but with concrete floors, cement facings and sometimes corrugated iron roofs. In Kabba Province larger houses of European design are more common, but in Bornu many nomads live during the dry season in primitive grass shelters.

There were no striking changes during the year, but the numbers of people putting up houses of a higher standard than before continued to increase. In Kano playgrounds for children have been set aside and equipped. In the resettlement villages at Mokwa, Kontagora and elsewhere houses have to be built to an approved design with adequate space between compounds. The need for avoiding overcrowding within single large compounds was tragically illustrated early in the

year when over 150 people at Ilorin died within one compound as a result of a fire.

### *Eastern Region*

Housing in the Eastern Region varies from huts in rural areas, with mud and wattle walls, and roofs of palm leaf or grass thatch, to houses of mud and cement blocks with corrugated iron roofs and cement floors. In the villages houses are owned by families or individuals ; in large centres such as Port Harcourt there are a number of landlords, who live by leasing their properties.

Important improvements in housing, drainage and town planning were completed or planned during the year at Enugu, Onitsha and Calabar. At Enugu a Town Planning Authority was established in 1951. The tarring of all main roads and side streets is being completed, street lighting improved, and £160,000 is being spent on a Railway Junior Service Housing Estate. Onitsha plans to establish a first-rate market and to tar all roads in a new building area at Fegge. At Calabar there are plans for slum clearance at Duke Town and for establishing a housing estate on the edge of the town ; the total cost will be over £200,000. The Cameroons Development Corporation and Messrs. Elders & Fyffes continued with their large-scale plans for the rehousing of workers on the plantations ; the cost of the new model houses and villages being built will be well over £2,000,000. More villages were replanned and reconstructed by community development schemes during 1951. Work on 11 villages was finished, and work on a further 13 was still going on at the end of the year.

### *Western Region.*

The usual type of house occupied by the poorer classes has mud walls, wooden windows and doors, and a thatched roof. The houses of the more prosperous classes are of mud or brick and cement walls and have corrugated iron roofs and glass windows ; in many cases a house of this type will consist of two or more storeys and will include a produce store or shop on the ground floor. The older houses are normally owned by a family group, but there is a growing tendency for the wealthy to build separately for their own immediate family. In some of the larger towns, such as Abeokuta and Ijebu-Ode, where there is a considerable demand from "strangers" for accommodation, the building of houses is a favourite and profitable way of investing capital.

### *Lagos*

The Lagos Executive Development Board is undertaking the reclamation of land at Apapa, the main port of Lagos, and the construction there of a new satellite town to accommodate some 17,000 people. The reclamation scheme is being undertaken by the Westminster Dredging Company and will involve the dredging of 5,000,000 cubic yards of sand and the pumping of this sand on to the land to be reclaimed.

As there is no nearby stone supply for making roads for the new town, various methods of soil stabilisation to find a suitable base composition for these roads have been tried. It has been discovered that a base 9 inches thick of sand and cement mixed gives the strength required.

This base is covered by a granolithic wearing surface 2 inches thick, well tamped to ensure that the base and surface are joined together. This method of construction ensures the use of the minimum of stone with a great saving in cost.

The estimated cost of the scheme is £1,250,000 which the Board has found by loan repayable over 30 years at  $4\frac{1}{2}$  per cent per annum. Revenue from this scheme, from rents, etc., is estimated at £87,000 a year.

The Board has also prepared a scheme which has been approved by the Governor-in-Council for the clearance of slums over an area of 68 acres in the centre of Lagos Island. The population living in this slum area is estimated to be 20,000. The progress of the scheme has been held up because it is first necessary for the Board to find over £1,000,000 to provide advances for the re-erection of buildings in the cleared area.

#### SOCIAL WELFARE

The words "social welfare" in this section are interpreted narrowly enough to exclude social services such as education, described elsewhere, but widely enough to cover more than measures simply undertaken for classes of the community requiring special care. Throughout the countryside and often in the towns such matters as the care of the destitute, the aged and the infirm, are the acknowledged responsibility of the family; in Nigeria charity still begins at home. There is a Government Social Welfare Department which works mainly in the large cities. Most of the Welfare Officers in it are Nigerians trained in the United Kingdom.

##### *Northern Region*

*Youth Clubs.* These are growing in strength and numbers. There are now seven in Zaria Town alone. Many of the clubs hold literacy classes.

*Scouts and Guides.* The Scout and Guide movement continues to grow in popularity throughout the Region.

*Alms Houses.* The Kano City Council and one of the Kano Province District Councils have decided to raise a local rate to pay for the establishment of alms houses for the poor and maimed.

*Juvenile delinquency.* Juvenile delinquency in the large cities of the north is a problem of importance to which Native Authorities are giving increasing attention. The Sokoto Native Administration has decided to establish a reformatory at a cost of £10,000. The reformatory at Yelwa in Bornu has continued to do good work. The boys

there are now taught arithmetic and Hausa to give them a grounding in school subjects as well as crafts and mixed farming.

### *Eastern Region*

The Cameroons Development Corporation and the Nigerian Coal Corporation both provide a wide range of social welfare services for their employees. These include shops where workers can buy goods not otherwise easily obtained at reasonable prices, clinics for workers' families, literacy classes, and opportunities for many kinds of sport. The Governor opened a large new Cameroons Development Corporation sports stadium and recreational hall at Bota during the year. Two successful courses were held during the year at the Man O' War Bay School, which, as was described in the 1950 report, aims at training potential leaders in community development. Man O' War Bay lies at the foot of the Cameroons Mountain ; the courses there are modelled on those of the "Outward Bound" Trust Schools in the United Kingdom. Juvenile delinquency, arising mainly from the exploitation of children by unsuitable guardians to whom the children have been sent from the rural areas by their parents, still remains a problem in Calabar Province. Probation Officers acting in collaboration with the Juvenile Courts have made good progress in supervising children in need of care and protection and from homes broken by matrimonial disputes.

### *Western Region*

Outside Lagos and the Colony there are no organised social welfare services but a great deal of voluntary activity by such bodies as the Red Cross Society, the Young Women's Christian Association and the Women's Social Service Club at Ibadan. Administrative Officers in the general run of their duties perform many of the tasks of Welfare Officers. In Lagos the most serious social welfare problem is that of juvenile delinquency, which the modern methods of the past years have reduced to more manageable proportions. Isheri Approved School continued to do valuable work in training young chronic offenders for better ways of life. Young Farmers Clubs have been successfully established in the Colony outside Lagos itself, and there are rural welfare teams in Ikeja and Epe divisions.

## Chapter 8: Legislation

*The Constitution.* The most important legislation of the year on the political side was the Nigeria (Constitution) Order in Council, 1951. This Order in Council together with the Nigeria (Electoral Provisions) Order in Council, 1951, and the Nigeria (Revenue Allocation) Order in Council, 1951, established the framework of the new Constitution. A considerable amount of subsidiary legislation was passed during the year under the provisions of these Orders in Council, chiefly in connection with the election of representatives to the central and regional



legislatures. Under the authority of the Nigeria (Constitution) Order in Council, 1951, the Adaptation of Laws Order, 1951 (No. 47) introduced certain amendments in the Laws of Nigeria made necessary by the new Constitution. The Change of Titles Order in Council, 1951 (No. 53), made under the Change of Titles Ordinance (Cap. 30), sets out the changes in title of various Government officials. The heads of regionalised departments, such as the Medical Department, are now known as Inspector-Generals instead of as Directors.

*Economic questions.* On the economic side one of the most important new Ordinances was the Regional Production Development Boards Ordinance (No. 27 of 1951). This consolidates the provisions of the Nigeria Groundnut Marketing Ordinance, 1949, relating to the functions and operation of the Northern Regional Production Development Board, and of the Nigeria Oil Palm Produce Marketing Ordinance, 1949, relating to the Eastern and Western Regional Production Development Boards. Under the provisions of the latter two Ordinances, the Northern Board was associated only with groundnuts and the products affected by the Groundnut Marketing Ordinance and the Eastern and Western Boards only with palm oil and the other products affected by the Oil Palm Produce Marketing Ordinance. Under the new Ordinance the Boards are reconstituted and enabled to apply the development funds of any of the producing industries concerned to the development of those industries and to the economic benefit or prosperity of the producers or of the areas of production. The new Boards also take over the development powers of the Nigeria Cocoa Marketing Board, and the Cocoa Marketing Board Ordinance, 1947, is amended accordingly.

Partly as a result of the Regional Production Development Boards Ordinance and partly as a result of experience gained in operating the various Ordinances relating to marketing, amendments were introduced in the Oil Palm Produce Marketing Ordinance, 1949, and in the Nigeria Groundnut Marketing Ordinance, 1949, by Ordinance No. 30 and Ordinance No. 31 respectively.

In the same sphere the West African Oil Palm Research Ordinance, 1951 (No. 20), provided for the establishment of an institute to undertake research into matters relating to the oil palm and for the management of the institute by an incorporated committee.

Local loans for development and welfare purposes were dealt with in the Nigeria Local Loan Ordinance, 1951 (No. 18) and the Local Borrowings Ordinance, 1951 (No. 16). The former enables the Nigerian Government to raise a loan not exceeding £20 million in Nigeria primarily for the purposes connected with the Ten-Year Plan of Development and Welfare, and also for any other purposes connected with the development and welfare of Nigeria which the Legislature may approve. The latter provides statutory authority for the acceptance by the Government of loans from certain public authorities and for charging such loans on the public revenue for the purposes of development and general welfare.

*Courts.* The powers of Native Courts in relation to offences against native law and custom which are also offences against the Criminal Code were defined in the Native Courts (Amendment) Ordinance, 1951 (No. 2). This Ordinance, while repealing the Native Courts Ordinance, 1948, affirms the principle that Native Courts may try such cases in accordance with native law and custom and adds a further important provision that, in the event of conviction, no heavier punishment shall be imposed than the maximum permitted by the Code. The powers of appellate courts and authorities in criminal appeals are increased, but the provision in the Native Courts Ordinance, 1948, conferring power upon a Judge to set aside a decision if not satisfactory, having regard to the provisions of the Code, is not repeated owing to the unsatisfactory working of that provision.

*Medicine.* The Medical Practitioners and Dentists (Amendment) Ordinance, 1951 (No. 24) enables University College, Ibadan, to grant a degree entitling the holder to register as a medical practitioner ; and also permits, subject to certain conditions and safeguards, the temporary registration of medical practitioners whose qualifications have been obtained in foreign countries.

*Civil Service Pensions.* Mention must also be made of the Pensions Ordinance, 1951 (No. 29), which consolidates the law relating to officers in the public service of Nigeria formerly contained in the European Officers' Pensions Ordinance (Chapter 62) and the Non-European Officers' Pensions Ordinance (Chapter 110).

*Subsidiary Legislation.* Among subsidiary legislation of interest was the Census (Nigeria) Order in Council, 1951 (No. 41) providing for a census to be taken of the inhabitants of Nigeria in 1952 and 1953 ; further provision is made for this purpose in the Census Regulations, 1951 (No. 61). Nine sets of regulations were also made under the Produce Inspection Ordinance, 1950, governing the inspection for export and otherwise of various important forms of produce (Regulations Nos. 26-34).

## Chapter 9 : Justice, Police and Prisons

### JUSTICE

#### *Courts*

There are two kinds of law in force in Nigeria, English and native. The courts where these systems of law are administered are the Supreme Court and Magistrates' Courts, which primarily administer English law and the Native Courts which primarily administer native law and custom. Appeals from the Supreme Court are brought before the West African Court of Appeal, established by Order in Council to hear appeals in all the West African territories. From decisions of the West African Court of Appeal there is an appeal to Her Majesty in Council.

*Supreme Court.* The Supreme Court is a superior court of record possessing jurisdiction unlimited as regards subject matter and degree, area and persons. The court sits as a court of first instance, and as a court of appeal for Magistrates' Courts and for some Native Courts. Subject to certain reservations, the original, as distinct from the appellate, jurisdiction may not be exercised in any case relating to land, marriage, family status, or the succession or property which comes within the jurisdiction of a Native Court ; and the jurisdiction is completely excluded in any case over which a Native Court has exercised or is exercising any of its own jurisdiction.

To help carry on the business of the Supreme Court, Nigeria is divided into divisions in each of which one or more Judges may be directed to sit. As far as possible three Judges now sit regularly in Lagos, and one at each of 10 centres in the territory.

*Magistrates' Courts.* The original jurisdiction of Magistrates' Courts is limited to personal actions for specified amounts varying from £25 to £200 according to the grade of the Magistrate concerned, and, on the criminal side, to the infliction of punishments up to a maximum of two years' imprisonment ; and the exercise of this jurisdiction is restricted in the same way as the exercise of the original jurisdiction of the Supreme Court. As regards area, a Magistrate's jurisdiction is exercised within one or other of the magisterial districts into which the country is divided. In some cases the Magistrate sits on appeal from Native Courts.

Juvenile Courts are established in Lagos and Calabar under an ordinance which follows closely the provisions of the Children and Young Persons Acts. The courts consist of a qualified Magistrate as chairman, sitting with lay assessors chosen in rotation from a panel. They deal not only with offenders, but also with children in need of care and protection, and have power to make corrective and other orders for the child's benefit as well as to inflict punishment.

There are 22 magisterial districts under the jurisdiction of a single Magistrate. Eight Magistrates of the first grade and two of the third sit in the Colony District, comprising the Lagos municipal area, where most of the work lies, and the Colony of Lagos.

*Native Courts.* The jurisdiction of Native Courts is limited in subject matter and degree according to grade. The limit for money claims in the lowest grade is £25 ; in the highest grade there is no limit. All the courts have full jurisdiction in matters relating to native marriage and succession and land. Punishment ranging from a maximum of three months' imprisonment to death may be inflicted, according to the warrant constituting each court.

### *Law*

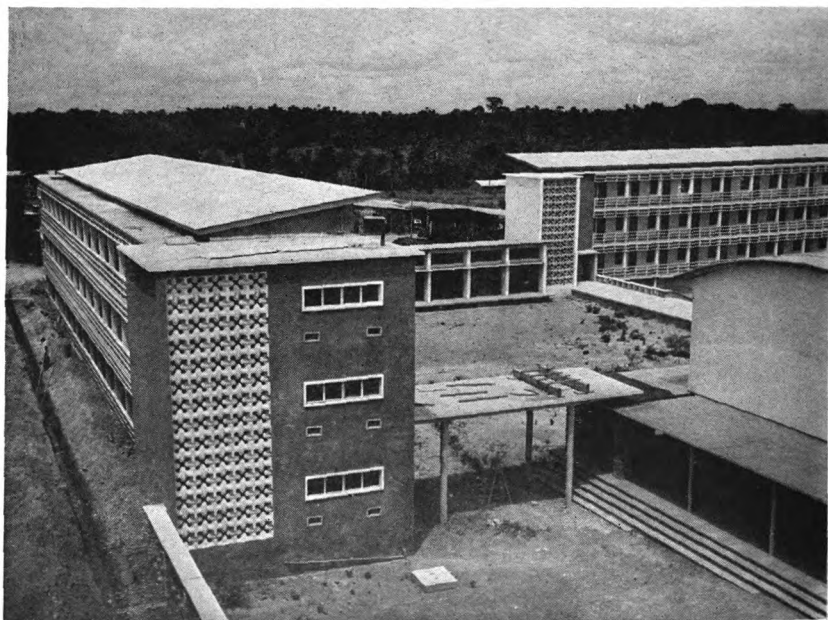
The law applied in the Supreme Court and Magistrates' Courts is that in force in England on 1st January, 1900, as modified by local legislation and by Imperial Acts extending to Nigeria. The courts may apply such native law as is not repugnant to natural justice,



THE COUNCIL OF MINISTERS, 1952



THE HOUSE OF REPRESENTATIVES



THE NEW HALLS OF RESIDENCE, IBADAN UNIVERSITY COLLEGE



NIGERIA'S OLYMPIC TEAM



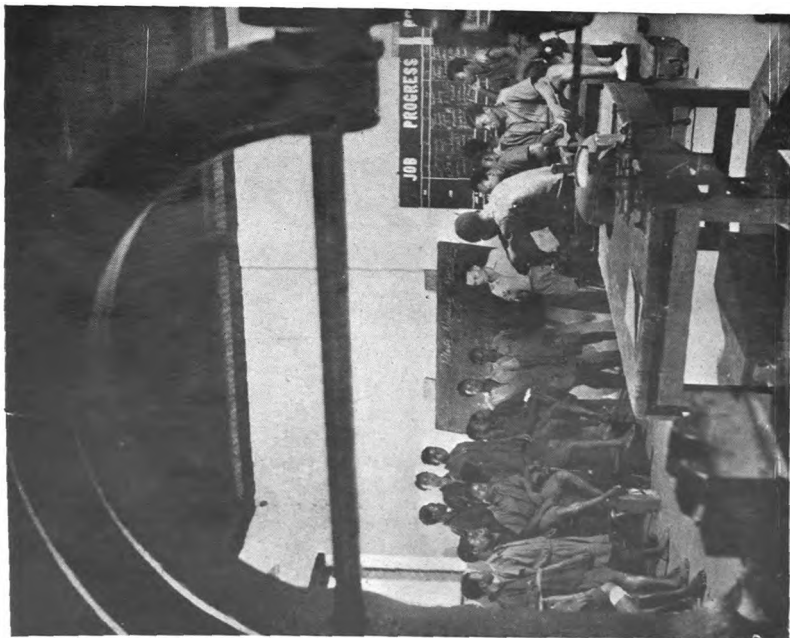
**TIMBER BEING HAULED FROM THE BENIN FOREST RESERVES**



**A PLANTATION OF YOUNG PALMS AT THE OIL PALM  
RESEARCH ESTABLISHMENT AT BENIN CITY**



DRYING GOATSKINS INDOORS IN KANO



ENUGU TRADE CENTRE



equity and good conscience, or to any other law for the time being in force, and must do so where the parties are natives, unless it appears that the transaction was one intended to be governed by English law, or was one unknown to native law.

The law administered in a Native Court is the native law and custom prevailing in the area of the court's jurisdiction, together with any subsidiary legislation enacted by a Native Authority, and in force in the same area, and such ordinances as the court may be authorised to enforce by order of the Governor. Muslim law is administered by the Native Courts in the Mohammedan areas of the Northern Region.

### *Appointments*

*Judges.* Three Judges were appointed during the year under review to fill the three vacancies in the establishment. Since these appointments were made one judge has died and another has been transferred on promotion and there were two vacancies at the end of the year.

*Chief Magistrates.* Six new posts of Chief Magistrates were created with effect from 1st April, 1951. This represents part of a larger scheme which the Chief Justice hopes to put into effect at a later date whereby Nigeria will be divided into groups of Magisterial Districts with a Chief Magistrate in charge of each. For the present the following Groups have been constituted: Lagos Island, Colony Mainland, Ibadan, Enugu, Kaduna and Buea. As yet none of these posts has been filled substantively but an acting Chief Magistrate has been posted to each of the Groups, except Kaduna, with effect from 1st May, 1951. It is intended to make an acting appointment in respect of the Kaduna Group in 1952. The Governor has conferred upon the acting Chief Magistrates increased jurisdiction in civil and criminal matters and this will have the effect of reducing the number of cases which hitherto were beyond the power of a Magistrate and had to be heard before the Supreme Court. In a number of such criminal cases the preliminary investigation will no longer be necessary and trial will accordingly be expedited.

The control exercised by Chief Magistrates over the other Magistrates in their group is purely administrative. The Chief Magistrates themselves, in addition to hearing the more serious cases, are responsible for ensuring the even distribution of work within their Groups and for taking such steps as may be necessary to relieve congestion in any Court under their control, with authority to direct the Magistrate in one District within the Group to assist in another District. It is also part of their duties to investigate delays in the hearing of cases, to visit prisons, to ensure that persons in custody awaiting trial are not remanded longer than is necessary, to report to the Chief Justice on the progress of work in the Groups and to make recommendations thereon. It is already clear from the reports which have been received by the Chief Justice from the acting Chief Magistrates, that their appointments have been fully justified and are increasing the efficiency of the administration of justice throughout the country.



*Magistrates.* During the year the cadre of Magistrates Grade I was reduced by 11 ; four of these vacancies had been filled by the end of the year.

There are at present nine posts in the establishment of Magistrates Grade III. Four of these have been filled and it is hoped that appointments will be made to the remaining vacancies during 1952. The need for more Magistrates Grade III is becoming increasingly apparent in view of the growing volume of litigation throughout Nigeria. It is proposed that these Magistrates be asked to deal with the majority of traffic offences, which have increased, and to relieve Magistrates Grade I of the less serious criminal and civil cases.

### *Litigation*

Despite the increased volume of litigation there has been an overall decrease in the arrears of outstanding cases, although those in the Supreme Court continue to be high.

### *New Courts*

The new Magistrates' Courts at Yaba have been completed. They are in one building and will accommodate the four courts now at Ebute Metta. These new Courts will be opened early in 1952.

During the year under review the construction of the new Law Courts was commenced on the site at the Race Course, Lagos. It is hoped that the building will be completed by June, 1953.

### *Registrars*

The courses of instruction in the United Kingdom for Court Registrars continue. The second officer to attend has successfully completed the course and returned to Nigeria. Two further officers left to attend the course in September, 1951.

### *President of West African Court of Appeal*

Sir Stafford Foster Sutton was appointed President of the West African Court of Appeal in place of Sir Henry Blackall, who retired during the year.

## POLICE

The Nigeria Police is distributed throughout Nigeria and the Cameroons in over 150 police stations and sub-stations. The strength at the end of the year was 135 officers and 7,246 other ranks.

In the Northern Region a considerable part of police work is undertaken by Native Administration police forces to which officers of the Nigeria Police have been seconded to assist with organisation and training. There are no Native Administration police in the East. Native Administration police forces exist in the Western Region, but most police work is carried out by the Nigeria Police.

*Recruitment*

Recruitment during 1951 was not entirely satisfactory. The standard of candidates was lower than it should be and it is apparent that the present conditions for the Force do not attract, generally, the best type of recruit.

*Training*

Six hundred and eighty-two men of the Police and Fire Brigade completed their training at the Southern Police College during the year ; 379 men of the Nigeria Police and Native Administration police completed training at the Northern Police College.

Refresher courses were also given at the Police Colleges to classes of 150 police at a time every five months.

*Crime*

For the period 1st January, 1951 to 30th September, 1951, statistics of common or serious types of crime were as follows :

	1950		1951	
	<i>True Cases</i>	<i>Cases Detected</i>	<i>True Cases</i>	<i>Cases Detected</i>
Murder . . . . .	280	143	247	151
Attempted Murder . . . . .	43	34	56	46
Burglary and Housebreaking . . . . .	3,952	663	4,719	722
Stealing £5 and above . . . . .	6,572	1,900	8,489	2,254

Annoying and prevalent forms of stealing in towns include the pilfering of articles from locked cars, and the removal of car headlights.

*Motor Traffic*

Motor traffic patrols have been strengthened, but there are still not enough to deal with traffic offences. More Vehicle Testing Officers are also needed for the examination of public service vehicles and lorries.

*Riots and Disturbances*

There were few serious disturbances during 1951 to trouble the general peace enjoyed by the many millions living in Nigeria. The most serious trouble took place in the Benin Province during August. The cause was the bitter electioneering by two local political parties at the time of the election of Native Authority District Councils and the primaries for the Western House of Assembly. There was considerable damage to property over a wide area and a number of persons were assaulted, but there were no deaths. Police reinforcements from Warri, Ibadan and Lagos were drafted into the area to restore order. Many arrests were made. Cases were mostly dealt with in the Native Courts.

In the Northern Region there were five disturbances of a minor nature :

*Ilorin.* On 25th January a demonstration with stone throwing took place in Ajasse district against the Native Authority. Administrative Officers with a small party of Native Administration police were given a hostile reception and reinforcements of Nigeria Police and Native Administration police were brought up. The rioters were eventually dispersed by baton charges, the three ringleaders being arrested and convicted.

*Bida.* On 21st October at Agaie, a trivial family dispute spread until it involved the entire population of two wards. It was successfully quelled by the Native Administration police from Bida, six persons being convicted.

*Lokoja.* On 8th October at Okene, a disturbance broke out between supporters of the Igbirra Tribal Union and supporters of the Igbirra Progressive Union following the former's success in the primary election. In the rioting, 35 persons were injured, but none killed. Order was restored by the personal efforts of the Administrative Officers. A Nigeria Police detachment was sent from Lokoja as a precautionary measure.

*Yola.* On 11th November a minor affray occurred between two villages in the Yungur District over the making of a road. A small detachment of Nigeria Police from Yola under an Administrative Officer restored order and four ringleaders were arrested and convicted.

In the Eastern Region there were six minor disturbances :

*Ogoja.* On 3rd April a boundary dispute required the presence of Nigeria Police to enforce the siting of survey pillars. Some resistance was shown to the Police but, after a number of arrests had been made, the disturbance stopped. Thirty-three men were convicted of affray.

*Owerrinta.* On 16th May there was a disturbance in protest at the action of a prominent man in granting land for a leper segregation village. There was some damage to property and Nigeria Police had to be called out to restore order. Seven women were convicted.

*Obiekwesu.* On 29th May well-digging gear at Obiekwesu, intended for the nearby village of Ekenta, was seized by the villagers of Obiekwesu who were short of water. They refused to release the gear and detained the well-digging team. Police intervention was necessary ; 21 women and seven men were convicted and bound over as a result.

*Uyo.* On 5th January at Ibesikpo, the installation of a pioneer oil mill resulted in a disturbance, but the arrival of Police prevented its spread.

*Biakpan.* In April, a long standing land dispute resulted in a fight between two villages. Fifteen persons were arrested.

*Ekiti.* In June, during a family dispute pending before the Native Court, there was a demonstration to flout the court's authority.

Police sent to investigate were assaulted. As a result, a chief and 19 women were convicted.

In Lagos, two minor disturbances took place :

On 26th March a disturbance broke out between the adherents of two political parties. Damage to property resulted and Police had to be called out to restore order.

On 1st April a Muslim ceremony attended by members of political parties ended in a fight. Eight persons were injured.

### PRISONS

There are 48 prisons in the country maintained by the Government and 63 by Native Administrations. The Government prisons are administered by the Prisons Department, which has a staff of about 1,400.

#### *Legislation*

Five important amendments to the Prison Regulations were introduced during the year. The purpose was to remove out-of-date references to the various classes of prisoner, and to ensure that prisoners of all races are entitled to the same treatment. The amendments cover such subjects as hygiene, repatriation, diets and clothing.

#### *Persons in Custody*

The total number of persons in custody in Government prisons at the beginning of the year was 7,187, and on the last day of the year 7,430. The lowest number in custody in any one month was 6,147. The daily average of persons in Government and Native Administration prisons combined was 12,745. The most common offences of which the prisoners had been convicted were stealing, assaults, burglary, and unlawful possession. Over half the prisoners, both in Government and Native Administration prisons, served sentences of six months or less.

Two thousand seven hundred and twenty-three convicted persons received in the Government prisons during the year were between the ages of 16 and 20.

#### *Discipline*

Prison discipline was well maintained in 1951 and there were no untoward incidents.

The number of offences against discipline committed during the year and the punishments awarded were as follows :

(a) Reduced diet with consequent loss of remission	1,377
(b) Forfeiture of remission	910
(c) Extra Imprisonment	68
(d) Miscellaneous	62
(e) Solitary confinement with consequent loss of remission	60
(f) Corporal punishment for prison offences	26

*Health and Diet*

The general health of the prisoners was good. There were no epidemics. In 1951, 13,983 prisoners gained in weight during the period of their confinement, 2,216 lost weight and 2,548 neither gained nor lost weight.

The number of prisoners who died during the period under review was 102, excluding two suicides and 53 executions; this number represents 1.39 per cent of the daily average prison population. The daily average number of prisoners in hospital was only .11 per cent of daily average of the prison population.

*Lunatics*

It is, unfortunately, still necessary to accommodate certified lunatics and mental patients under observation in certain prisons, and at the end of the year there were 450 such patients in prison custody.

*Executions*

Twenty-seven persons sentenced to death in 1951 were executed at Government prisons during the year. In addition, 26 persons condemned in the previous year were executed, and one person was executed within a Native Authority prison in the Northern Provinces.

Every effort is made to carry out executions as efficiently and humanely as possible. During the year, condemned cells were modernised, and up-to-date gallows equipment was ordered.

*After-Care*

The Prisons Department established an After-Care organisation in 1947. This consists of After-Care Officers of the Prisons Department and of voluntary helpers who belong to a recently formed Aid to Discharged Prisoners Society. The After-Care Officers work in a number of Government prisons; their duties include keeping in close touch with the prisoners, visiting some of their relatives and friends, and helping them to suitable employment on release. The following gives an idea of the organisation's activities in 1951:

Number of prisoners interviewed . . . . .	5,375
Number of warrants issued . . . . .	683
Number of prisoners given financial aid . . . . .	1,714
Number of prisoners given sewing machines . . . . .	7
Number of discharged prisoners found employment . . . . .	38
Total number of fines collected in lieu of imprisonment on behalf of prisoners . . . . .	364
Total amount collected . . . . .	£1,427 0s. 7d.
Number of prisoners given clothing on discharge . . . . .	166
Number of prisoners repatriated by the After-Care Officer . . . . .	622
Unconvicted prisoners bailed in consequence of the After-Care Officer's work on their behalf . . . . .	184

It will be observed that a substantial sum was collected in fines, and

it is interesting to record that this amount represents more than the annual aggregate salaries of five After-Care Officers employed by the Department. In addition of course 364 persons were kept out of prison and the tax-payer was saved the cost of their maintenance.

### *Finance*

The total gross expenditure on the Government Prisons Department in the financial year 1950-51 was £366,000.

The value of prison labour carried out for other Government Departments amounted to £100,000 and over £1,100 was received in cash for goods made in the prison workshops.

The average cost of maintenance of a prisoner in a Government prison for the year was £49 18s. 5d.

## Chapter 10: Public Utilities and Public Works

### BUILDINGS

Many large and important public buildings were constructed or completed during the year. These included in Lagos the House of Representatives building, the offices in Government House grounds for the Governor and the Council of Ministers, blocks of flats for Members of the House of Representatives and houses for Ministers. Work elsewhere on buildings urgently needed for the operation of the new constitution included the completion of the Lugard Memorial Hall in Kaduna (the meeting place of the Northern Regional Houses), the building of the Executive Council Chamber there, and large extensions to the Secretariat buildings at Kaduna and Ibadan. The tremendous variety and scope of other buildings constructed during the year by the Public Works Department or by contractors in co-operation with that Department is shown in the catalogue below. Long as it is, it is by no means exhaustive :

- (i) *Hospitals.* Three new general hospitals have been completed. Extensions are being built at 21 existing hospitals. The Department is arranging the building of a new Teaching Hospital at Ibadan at a cost of over £1,500,000. The Hospital will be a part of Ibadan University College.
- (ii) *Schools etc.* Schools and teacher-training centres are being built all over the country. Work during the year included the construction of the Girls' Secondary School, Ede, which will be one of the leading girls' boarding schools in the country.
- (iii) *Law Courts.* Work has started on the new Supreme Court in Lagos which will be air conditioned. The new Court is on a pleasant site by the race-course. The present Court building in Tinubu Square is hot and noisy and altogether inadequate.

- (iv) *Airfields.* A new runway is being constructed at Kano, Nigeria's leading international airport, at a cost of over £100,000. A new terminal building is being planned.
- (v) *Telephone Exchanges.* An automatic telephone exchange building at Lagos has been completed. Air conditioning is being installed and exchange machinery is awaited. Three satellite exchanges in Lagos suburbs are nearly complete. Two further exchanges are being built in the north.
- (vi) *Post Offices.* Eight new post offices have been built.
- (vii) *Government Offices and Quarters.* A new six-storey block of offices is being built in Lagos ; it will be one of the tallest buildings in the city. Many new Government quarters were built for Senior and Junior Service officers. In the Eastern Region alone 44 Senior Service quarters, one three-storey block of flats and 109 Junior Service quarters were completed.

#### WATER SUPPLIES

One of the important aims of the Ten-Year Plan of Development and Welfare was to provide good water supplies both in the country and the towns and this aim has been consistently pursued since. The estimate of the work to be done in 1946 was the installation of 36,000 water points in the country and the installation or improvement of water supplies in 180 towns. It is hoped to complete most of this great programme by 1956.

The most important works undertaken in 1951 were those on the Lagos water supply. When additional filtering arrangements now being made are completed the present supply of 5,000,000 gallons a day can be doubled.

Other water supplies were in the course of construction during the year at Oshogbo, Ede, Ilesha, Iwo and Owode in the west and Sokoto, Ilorin and Jos (a second dam impounding 50,000,000 gallons of water was built there) in the north. Schemes for the extension of water supplies at Enugu, Port Harcourt, Calabar and Aba in the east have been approved.

Rural water supplies were improved all over the country by the construction of open and tube wells and catchment tanks. Separate water supplies have been installed for some important new schools such as the new Girls' Secondary School at Ede and the Boys' Secondary School at Ughelli.

#### ELECTRICITY

An Electricity Corporation was set up by Ordinance No. 15 of 1950 to be responsible for the development and distribution of electrical power. The Corporation consists of a Chairman appointed by the Governor in Council and a number of members most of whom are appointed by the Regional Houses. There is an Electrical Advisory Council, the duties of which are to consider any matter affecting the

supply of electricity and to represent the interests of the consumers and the general public. The Council advises the Corporation on these matters and appoints three of its members to the Corporation. The Corporation was set up in April, 1951, and took over on that date the 10 electricity undertakings owned by the Government.

At present electricity is also supplied by the Nigerian Electricity Supply Company, which provides hydro-electric power for the mine-fields, by the African Timber and Plywood Company at Sapele and by the Cameroons Development Corporation at Victoria. During 1950-51 the total output of Government and Native Administration electricity undertakings in thousands of units was 58,682, of the Nigerian Electrical Supply Company 55,447, and of other industrial undertakings 5,491.

The Corporation's plans for improving the country's electricity supplies include the construction of a 75,000 k.w. station at Lagos, which will be one of the largest and most up to date power stations in Africa north of the equator, of a new station at Enugu which will supply towns, mines and textile factories within a fifty-mile radius and of hydro-electric stations at Njoke in the Southern Cameroons and elsewhere.

Work completed during 1951 included the building of a new power station at Sokoto, new installations at Ijora power station in Lagos, and extensions to the electricity supplies at Port Harcourt. Among important investigations undertaken was that conducted by a party of surveyors into the possibility of a hydro-electric scheme on the Ogun river in the Western Region.

#### BROADCASTING

As was mentioned in last year's report it has been decided to establish a powerful broadcasting service which can be heard throughout the country and in other territories. The Director of this new Nigerian Broadcasting Service, Mr. T. W. Chalmers, arrived in January, 1951, with the Chief Engineer, Mr. J. W. Murray. Mr. Chalmers came on secondment from the British Broadcasting Corporation, where he was Controller of the Light Programme, and Mr. Murray from Northern Rhodesia, where he was chief engineer of the Northern Rhodesia Broadcasting Service.

Taking as their basis the original report written by Messrs. Turner and Byron on West African broadcasting, they surveyed the country and decided on a modification of the original plan for the new service. It is now intended to build a 20 kilowatt short wave transmitter and new studios at Lagos, and at Ibadan, and 7½ kilowatt short wave transmitters at Kaduna and Enugu.

#### *Organisation*

Organisation of the Nigerian Broadcasting Service is on a regional, but not regionalised, basis. The funds are voted from central Nigerian revenue, and are then allocated by the Director to each region. Within





a broad framework of policy, each broadcasting region is free to pursue its own line and to develop in its own way, while contributing to and relaying from the National Station in Lagos. In this way it is hoped to preserve the essential regional characteristics and to avoid the dangers of centralisation. Mr. J. F. Wilkinson was appointed to the Northern Region as Programme Director, and Mr. R. M. Elphick to the Eastern Region. No appointment has yet been made to the Western Region.

Recruitment for the new Service was helped greatly by the B.B.C., who generously seconded six senior men ; transfers and secondments were also made to the Service by the Posts and Telegraphs Department, the Department of Education, the Northern Administration, and the Nigerian Secretariat.

### *Progress during 1951*

The two main tasks of the year have been planning and training. Inevitably there has as yet been little to show for it, for good broadcasting does not spring up mushroom-like overnight. The aim throughout has been to train Nigerians themselves to do the work, even when quicker results could have been obtained by using the European staff.

To assist in the training, six Nigerians were sent to the B.B.C.'s special Colonial Broadcasting Course in August, with, on the whole, most encouraging results. Certain key European staff, recruited in Nigeria as mentioned above, went during their leave to special courses at the B.B.C.

Sites for the Lagos transmitter, the new Broadcasting House and the receiving station have all been agreed, and detailed plans have been made for building to begin. Plans for the extension of the Kaduna station are prepared and sites are ready at every station.

A temporary  $7\frac{1}{2}$  kilowatt transmitter was installed at Oshodi, on the road to Ikeja airport, and preliminary tests showed that a strong signal was transmitted not only to most parts of Nigeria but to many places outside. Certain technical modifications were, however, decided on, and the tests were stopped until the end of the year. There seems no doubt, however, that the 20 kilowatt National Station, when in operation, will put down an average signal comparable in strength to that received from Brazzaville, and generally a great deal stronger.

The tests have shown that the chief difficulty will be in finding an interference-free wavelength. The short wave-band is in a state of anarchy, with too many stations chasing too few wavelengths, and though there are certain wavelengths allotted to Nigeria under the Atlantic Convention, that convention has not been ratified.

Besides the work of construction and training, the Service was able to contribute certain outstanding programmes both here and to the B.B.C. Among those for the B.B.C. may be mentioned a recording of the Lagos Cathedral Choir in the "Choirs of the Commonwealth" series, a piece for the Welsh Children's Hour on "How a Yoruba

family spends Christmas", a Boxing Day programme for the Light Programme, and a contribution, recorded at the Itu Leper Colony, for the Round the World programme on Christmas Day preceding His Majesty the King's Christmas message.

In Nigeria, the Department recorded or broadcast amongst other things the ceremony of the presentation of new colours to the 1st Battalion the Nigeria Regiment, the Collister Belt fights, the Cricket Match against the Gold Coast, the Governor's Cup football final, athletics, the return of the Archbishop of West Africa from Freetown, the maiden voyage arrival of R.M.M.V. *Aureol*, and a series of six talks on the new constitution by Mr. Elphick. For the *Aureol* broadcast the Department's engineering section, in conjunction with Cable and Wireless, Messrs. Marconi, G. B. Ollivant, and the Posts and Telegraphs Department, arranged a three-way radio link between the Glover Hall, the ship and Apapa Wharf.

### *Radio Distribution*

It was agreed that the Department of Broadcasting should take over the functions, plant and staff of the Departments of Posts and Telegraphs and Public Relations relating to the Radio Distribution Stations in April, 1952. This does not include responsibility for the maintenance of lines and loudspeakers, nor the collection of fees.

An agreement was signed in December with Overseas Broadcast Relays Limited whereby they assumed responsibility in the Western Region for the maintenance and expansion of the mechanical side of the Radio Distribution Stations system.

Orders were placed at the end of March, 1951, for almost all the technical equipment needed, but firms supplying radio apparatus were without exception also supplying the United Kingdom defence programme, and were months behind hand on civilian contracts. In order to carry on the existing service, certain essential apparatus was imported quickly, and was used for recordings and outside broadcasts.

## Chapter 11: Communications

### ROADS

The road system of Nigeria, already of fundamental importance to both internal and external trade, has been steadily extended since the war years. There are over 28,200 miles of roads of which some 1,200 have a bituminous surface and the rest a gravel or earth surface. Twenty thousand miles are maintained by Native Administrations and the rest by the Government or by Townships.

The roads are usually 10 feet to 14 feet wide, with two 5-foot wide verges; this is sufficient for average traffic, but on the busiest roads widening is becoming necessary. Much thought has been given to the problem of providing a sound but cheap waterproof road surface and the thin-coat bituminous surface on a stabilised foundation has, in

general, proved a sufficient answer. This surface does not of course give the smooth ride of a more expensive road but it allows all the year round travel at adequate speeds.

Brief notes are given below of some of the new road construction work undertaken in 1951. There were also many improvements to existing roads.

### *Western Region*

*Lagos-Ikorodu.* The line of the road has been finally closed across the waters of the Ogun river. This entailed six miles of banking with the necessary relief bridging. Additional work in hand includes the raising of the bank to a level of three feet above observed high water level and provision of another water opening to relieve pressure at a point where a culvert was blown out and caused a temporary break in the road. Tests are also being made to confirm the stability of the bank. The road will open up a shorter route from Lagos to Ibadan and the east.

*Ijebu-Ode-Benin.* The Oshun bridge (422 feet) has been completed on this new arterial road from Lagos to the east.

### *Northern Region*

*Kaduna-Kwongoma.* The building of this new road running due west from Kano was started during the year.

*Ilesha-Yashikera.* This road link with Dahomey will shortly be completed.

*Yola-Wukari.* The construction of the Mayo Belwa bridge, which consists of eight 40-foot spans, has made good progress.

*Maiduguri-Bama.* A start has been made with this road, which is expected to form part of a new Maiduguri-Fort Lamy route.

### *Eastern Region*

*Mamfe-Bansara.* Of the major bridges, the Munaiya bridge is three-quarters completed and work is in hand on the Afi and Aiya crossings. Expenditure of £300,000 has been approved for the Cross River bridge, and the Crown Agents for the Colonies have been instructed to obtain tenders from suitable contractors for its construction.

*Calabar-Mamfe.* A further  $14\frac{1}{2}$  miles of road, including 550 feet of bridging, have been completed through extremely difficult terrain.

*Bamenda Ring road.* A further 21 miles of road and 14 bridges were completed.

*Bakebe-Fontem road.* The 250 feet long Mbu Bridge was completed.

### *Bituminous Surfacing*

It is expected that about 230 miles of new bituminous surfacing will have been completed by the end of March, 1952. This total is made

up of 100 miles in the Western Region, 75 miles in the north and 55 miles in the east.

The greater part of the Western programme is being carried out in Ondo Province and negotiations are proceeding with the Colonial Development Corporation for tarring a number of important secondary roads.

In the north, 20 miles of the Katsina-Kano road will be tarred in 1952, leaving 26 miles to complete the whole road in early 1953. It is hoped that bituminous surfacing on the Gusau-Sokoto road will reach mile 135, making a total of 22 miles completed. Tarring is beginning on the road from Ilorin to Oyo and continues between Funtua and Yashé. On the Jos-Bauchi road a further 10 miles of road have been tarred.

In the east, 47 miles of the Onitsha-Oron road have been tarred.

#### RAILWAYS

The Nigerian Railway is at present a Government system. Plans for the creation of a statutory corporation to run the Railway are being considered. There are over 2,200 miles of lines, the main sections being the north-western line from Lagos and Nguru and the eastern line from Port Harcourt to Enugu and Kaduna on the north-western line.

#### *Finances*

The serious financial position mentioned last year has improved. Instead of an estimated deficit of £577,000 there was a surplus in the 1951-52 financial year workings of some £200,000, in spite of a "go-slow" strike of locomotive crews in December, 1951 (see p. 73), and an increased contribution to the Renewals Fund. Railway operation in 1952-53 is expected to result in a surplus of £783,000, after making full provision for the depreciation of equipment and for interest on borrowed capital. The surplus will be used to strengthen the Reserve Fund. It is intended to increase the balance in this Fund, which at present stands at £880,000, to about £3,000,000, the minimum adequate figure considering the present rate of spending.

#### *Traffic and Trains*

The figure of goods traffic including coal handled on the Railway in 1951 was 1,725,000 tons compared with 1,774,000 tons in 1950. Passenger services have been improved by the provision of better coaches. Third-class coaches with upholstered seats and refreshment counters are now provided on all the long-distance trains; this is probably unique on the continent of Africa. New first-class coaches have recently arrived and have been placed on the through trains. These coaches provide a very high standard of travel, containing both two- and fourth-berth compartments, each with its own wash-basin and lavatory. A shower room is also provided.

*Locomotives*

One of the Railway's greatest difficulties has been inability to maintain and repair locomotives in its workshops. Over a year ago a production engineer was engaged to examine workshop methods and organisation. At the same time representations were made to the Railway Union concerned regarding increased effort on the part of workshop and running shed staff. The production engineer has improved organisation and working methods and there has been a response on the part of the staff. The total number of heavy repairs carried out in the first nine months of 1951 amounted to 76 compared with 59 during the same period in 1950. This increase of 17 while satisfactory is inadequate and will do little more than keep up with the wearing-out rate of locomotives : still higher output is essential to overcome arrears.

There has been an improvement in the position regarding locomotive spares, but there is still some delay in obtaining urgently required spare parts. It is also unfortunately difficult to obtain good workshop foremen.

*Railway Extension*

The plan for extending the railway from Nguru to Maiduguri has been dropped. Instead the roads connecting Bornu with the rest of the north will be improved, in particular the Kano eastern road.

*Civil Engineering*

The track between Lagos and Jebba is being relaid to permit 16-ton axle loads ; this work should be finished during 1952. The timber decking of the Jebba bridge is being replaced by steel deck capable of taking 8-ton gross loads ; this work should also be finished in 1952. New running sheds have been built at Ebute Metta and elsewhere, and a number of other improvements are being carried out, but these works have been slowed down by shortages of steel from the United Kingdom.

## SHIPPING

*Passenger Services*

In November, 1951, the R.M.M.V. *Auriol*, a new 15,000-ton liner of Elder Dempster Lines, Limited, made her maiden voyage to Lagos. With this reinforcement to their fleet, Elder Dempster Lines now maintain a regular fortnightly ocean mail service between Lagos, Takoradi, Freetown, Las Palmas and Liverpool. The voyage between Lagos and Liverpool takes 13 days. They also have a small passenger vessel operating between Lagos and Cape Town, and frequent cargo and intermediate services connecting Nigeria with Canada, the United States, the United Kingdom and Europe. Three United States shipping firms maintain regular connections between Nigeria, the Belgian Congo, Loanda and the U.S.A. ; French and Dutch firms also provide cargo passenger services. The United Africa Company and John Holt and

Company have regular intermediate freighters trading between the United Kingdom and Europe and West African ports. Elders and Vyffes, Limited, operate a service of ships fitted for carrying bananas between Tiko and Liverpool ; the journey takes 11 days.

Government vessels maintained a weekly sailing between Lagos and Port Harcourt, fortnightly sailings connecting Lagos with Calabar and Victoria, and various services in the Niger creeks. Regular coastal services are also operated by Elder Dempster Lines and the United Africa Company.

### *Port Traffic*

The two chief ports are Lagos and Port Harcourt, at both of which pilotage is compulsory. Constant dredging is required not only at Lagos but also at the Escravos Bar, giving entrance to the delta ports of Burutu, Sapele and Warri.

Shipping figures at Lagos were about the same as the previous year, approximately 2½ million tons entering the port during 1951. This is about the maximum that can be handled in the Port of Lagos with all the berths being continually occupied. Figures at Port Harcourt show a considerable increase over the previous year ; approximately 938,000 tons entered the port during 1951 compared with 833,000 tons in 1950. There was congestion and delay from time to time at some of the ports, principally Lagos. To relieve them, work has begun on the extension of the main Apapa Wharf and adjoining shed space. This extension, when completed, will provide five additional berths for ocean-going vessels.

## AIR

### *International Services*

During the year, in addition to the almost daily services operated by B.O.A.C. between London and West Africa by the Hermes aircraft introduced in 1950, direct international air services have been maintained between Nigeria and the capitals of Italy, France, Belgium, Portugal and Holland. Southwards, these services provide contact with the Belgian Congo and Central and South Africa. At Kano Airport, the international long-range air traffic was over 30 per cent greater than that of 1950.

### *Internal Services*

The West African Airways Corporation operates extensive services within Nigeria. De Havilland Doves continued in use for these services, and for that to Accra, and Bristol Wayfarers for the service to Khartoum, via Lagos and Maiduguri. Bristol Wayfarers are also used for the portion of the Lagos-Dakar service between Accra and Dakar. During 1950 a new cheap service was introduced to Accra by Bristol freighters ; the service operates once a week each way and the single fare to Accra is £4. Similar cheap services were introduced to Port Harcourt—the “Eastern Flyer”—and to Ibadan, Jos and Kano—the “Hausa Flyer”—in early 1951. These cheap services have



been very popular. Four-engined Marathon aircraft will be used instead of Doves on some services in 1952.

### *Airports*

Two major airports and 15 other aerodromes are in use by international and internal scheduled air services, and a further seven are used occasionally by non-scheduled and private aircraft.

At Kano Airport a new runway is being constructed for use by the largest modern aircraft together with a new terminal building.

### *Department of Civil Aviation*

The Department, formed in 1950, is undertaking the reorganisation of the air traffic control system to provide greater safety and regularity, and to prepare the way for high-speed British and foreign jet aircraft which will operate between Europe and South and West Africa within the next few years. Technical standards and procedures developed by the International Civil Aviation Organisation are in force in Nigeria, or are being brought into force, and, as a result, operations within the territory are in accordance with international practice.

## POSTS AND TELEGRAPHS

### *Postal Services*

Nigeria has over 140 post offices and over 500 postal agencies. Postal articles increased some 10,000,000 to about 65,000,000. The number of parcels from the United Kingdom rose to 231,960. Second-class air mail services have now been extended to most Commonwealth countries. Nigerian internal air mail is carried for 1½d. a ½ oz ; the service is one of the cheapest in the world.

During 1951 postal business continued to expand as in previous years ; three post offices and 37 new agencies were opened.

A number of new telegraph and wireless circuits (e.g. Lagos-Yola) were brought into operation. By the use of the carrier system on overhead lines it has been found possible to provide a number of additional voice frequency telegraph circuits between the principal centres. Teleprinter working has been introduced on many of these circuits. Owing, however, to the vulnerability of the overhead-line system the service is always liable to interruption. Such interruptions were frequent during the rainy season, particularly on the Lagos-Enugu circuit which is over 500 miles in length and passes through heavy forest country.

There was a small increase in telegraph traffic, private and official. The estimated number of telegrams dealt with was 2,235,000.

### *Telephones*

The demand for new telephones exceeded the Posts and Telegraphs Department's capacity to provide them, and the waiting lists in the larger exchange areas increased. The position is worst in Lagos, where the existing manual exchange is full, the installation of the

automatic exchange has not yet been completed and conversion to automatic working will not take place before 1953.

### *Aeradio Services*

Aeradio services were improved as follows :

- (a) An additional long range point to point service was opened at Kano for Brazzaville, Leopoldville and Khartoum.
- (b) Automatic transmissions of meteorological broadcasts were brought into operation at Lagos and Kano.
- (c) Public address equipment was installed at Lagos and Kano aerodromes.
- (d) At Maiduguri the main beacon power was greatly increased and a small locator beacon provided. Radio telephone equipment was also installed to provide ground to air communication.
- (e) A new main beacon of increased power was provided at Lagos.
- (f) New distance measuring equipment was provided at Lagos and Kano.

### *Telecommunications Development*

Arrangements are being made with the Marconi Wireless Telegraph Company for the provision of Very High Frequency radio links to replace the inadequate and vulnerable long-distance trunks on overhead lines. The Company is supplying equipment for this purpose and a Marconi Survey Team is now in the country to determine the best way of routing such links and to carry out field tests. The complete scheme will cost about £500,000 and take about four years to complete. A pilot scheme, which will provide a number of high-grade trunks between Lagos and Ibadan, should be completed in 1952.

A number of new trunk services were opened, including those between Lagos and Kaduna and Enugu and Kaduna.

## Chapter 12 : Art, Literature and Sport

### ART

Mr. Ben Enwonwu, the Nigerian sculptor and painter, who is now working as Art Supervisor in the Public Relations Department, has been making a collection of paintings and carvings by untrained artists. The best items in this collection will eventually be used in an Exhibition of Modern Nigerian Art to be held first in Lagos and then elsewhere. It may be possible to send this exhibition abroad. Mr. Enwonwu himself was responsible for much of the wood carving in the new House of Representatives building.

Carvings and sculptures were sent from Ife, Benin, Idah and Owo during the year to be shown at the Exhibition of Traditional Art from the Colonies at the Imperial Institute in London.





Good progress was made with the building of the museum at Jos. A museum is being built at Ife, but is still unfinished.

A number of Benin bronzes were acquired from abroad including one the export of which to America was stopped by the United Kingdom Government in the interests of Nigeria. It was resolved by the Committee which reviews the export of works of art from Great Britain that, when an export licence is sought for a work of importance that would be of interest to a Colonial Government, the Colonial Government concerned should be given an opportunity to comment on the application.

#### LITERATURE

Recent books of Nigerian interest include *West Africa* (Methuen) by F. J. Pedler, one of the Directors of the United Africa Company ; *West African Psychology* (Lutterworth Press) by Dr. G. Parrinder who is on the staff of Ibadan University College ; *The Ibo and Ibibio Speaking Peoples* (Oxford University Press) by Drs. D. Forde and G. I. Jones ; *The Sobo of the Niger Delta* (Gaskiya Corporation) by J. W. Hubbard ; and the eighth and last volume of Dr. D. A. Bannerman's *Birds of Tropical West Africa* (Oliver and Boyd for Crown Agents). Among recent articles of general interest in the magazine *Nigeria* may be mentioned "The Yoruba in Cuba" by William R. Bascom of North Western University, Evanston, Illinois, U.S.A. in No. 37, and the illustrated article on Ife Bronzes in the same number ; and Mr. E. H. Duckworth's article on Badagry and its History in No. 38. Recent articles on natural history in the *Nigerian Field* have included a series on "Nigerian Orchids" by F. J. Harper (Volume 16, No. 4 and Volume 17, No. 1). Articles on other subjects have included an historical sketch of Victoria by A. J. Leeming (Volume 16, No. 1) ; an article on the metal pieces known as manillas which were in circulation as currency in parts of the Eastern Provinces until 1948, by R. F. A. Grey ; and an article on the appreciation of African music (Volume 16, No. 2) by W. J. Griffiths.

#### SPORT

A note on Nigerian sport during the year by J. R. Bunting, Chairman of the Amateur Athletic Association of Nigeria, is given in Appendix G. It was a great year for Nigerian athletics. The necessary funds were found locally to implement the decision taken in 1950 to send a team, if possible, to the Olympic Games in 1952. Great encouragement was given to Nigerian athletics by the visit of A. R. Wint and E. MacDonald Bailey. Late in the year Mr. J. A. Jeffery, the Oxford University Athletic Club coach, with the help of the British Council, paid a visit to Nigeria to help with coaching methods.

## PART III

### Chapter 1 : Geography and Climate

NIGERIA is situated on the west coast of Africa on the shores of the Gulf of Guinea, and is entirely within the tropics. It is bounded on the west and north by French territory and on the east by the former German Colony of the Cameroons, a small portion of which is held by the United Kingdom as a Trust Territory. This is administered as an integral part of Nigeria. The total area of the territory, including the area of the Cameroons under United Kingdom trusteeship, is 372,674 square miles.

Along the entire coastline of Nigeria lies a belt, from 10 to 60 miles in width, of mangrove swamp forest intersected by the branches of the Niger Delta and other rivers, which are interconnected by innumerable creeks. The whole constitutes a continuous waterway from beyond the western boundary of Nigeria almost to the Cameroons. North of this region is a zone from 50 to 100 miles wide of tropical rain forest and oil-palm bush, which covers the greater part of the central and eastern provinces of the south. Beyond this the vegetation changes, as the elevation rises, from open woodland to grass savannah, interspersed with scrubby fire-resisting trees ; this covers the greater part of the Northern Region, except the extreme north, where desert conditions prevail. Nigeria possesses few mountains except along the eastern boundary, though parts of the central plateau rise over 6,000 feet above sea level. In addition to the Niger and Benue which during the rainy season, are navigable by steamers as far as Jebba and Yola respectively, there are various important rivers, of which the Cross River is the largest. Except for Lake Chad in the extreme north-east there are no large lakes.

In a country of this size the physical conditions vary greatly from one area to another. The vast Niger Delta has gradually taken its present form in the course of centuries, owing to the quantities of sand brought down by the River Niger itself from its upper reaches which have pushed the sea further and further back. Mangrove trees flourish in this shallow water and act as a cementing influence, but there is little solid land, and until the zone of tropical forest is reached farther to the north almost nothing is produced, the people living by fishing and trade.

Farther inland the belt of tropical forest varies from 50 to 100 miles in width, and contains not only an abundance of oil-palms, but also mahoganies, iroko and other valuable furniture woods. Very serious inroads have been made into the virgin forest by centuries of shifting cultivation, and the bulk of vegetation consists of secondary growth, many different species growing together in the same area. There is a considerable amount of cultivation in the forest zone, but few signs of

this are visible from the roads, since it takes place in clearings usually screened by thick bush.

North of the forest belt the country gets more and more open, until in the extreme north it approximates closely to desert. One remarkable feature of the Northern Provinces is the Bauchi Plateau which rises in places to heights of 6,000 to 7,000 feet above sea level.

The River Niger enters the territory from the north-west, and is joined by its principal tributary, the Benue, at Lokoja, about 340 miles from the sea. From here it flows due south into the Delta area, which extends along the coast for over 100 miles and for about 140 miles inland.

Although Nigeria lies entirely within the tropics, the climate of its northern region is, in fact, more sub-tropical than tropical, there is a long dry season from November to April, when there is considerable diurnal variation of temperature, and the harmattan wind blows from the desert laden with fine particles of dust.

The climate of southern Nigeria is more characteristically tropical ; the rainy season there is long, and the relative humidity and temperature vary comparatively little throughout the year. It would be a mistake to assume, however, that the climate of Nigeria in any given year could be predicted with any precise accuracy. In 1946 in large areas of the Southern Provinces there was a long drought in the months of June and July, when rainfall is usually at a high level. The normal annual rainfall, however, varies from upwards of 150 in. at Akassa, Bonny and Forcados to under 25 in. at Sokoto and Maiduguri. Mean temperatures are naturally higher in the arid areas of the north, and a maximum of over 110 degrees is not uncommon at Maiduguri, whereas in Lagos it does not, as a rule, greatly exceed 90 degrees.

## Chapter 2 : History

### (a) EARLY HISTORY

Nigeria has been described as "an arbitrary block of Africa". Its ancient history is largely lost in the mists of legend and little accurate data are now available. The interior first became known to Europeans in the first half of the nineteenth century. All that can be stated with certainty is that at this time the open country was, and had been for a considerable period, inhabited by peoples of Negroid and Berber stock. In many parts of the forest zone, on the other hand, there dwelt a number of negro tribes with a more primitive social organisation and a lower standard of life. There were also such tribes on the Bauchi Plateau, these probably being part of the original inhabitants of the territory who took refuge in this broken hilly country when successive waves of conquerors pressed their fellows southwards to the sea.

At the time of European penetration of the country the tribes with the most advanced social and political organisation were the Yorubas and the Binis in the south and the Hausa, Fulani, Kanuri and Arab

tribes in the north. Tribal tradition holds that the Yorubas originated in Ile-Ife, where God first created man, and although the extent of the territory under the direct control of the Oni of Ife was seriously curtailed in the nineteenth century Yoruba civil wars, Ife is still recognised as the spiritual headquarters of the race, and the Oni enjoys a position of peculiar influence as the custodian of the tribal relics. What is certain is that the Yorubas were established in the territory they now occupy at a fairly early date. Their precise origin is not known, but anthropologists have thought it probable that they were not of negro blood, having acquired their present physical characteristics largely by intermarriage with the indigenous negro population.

Up to the beginning of the nineteenth century, the Yoruba kingdom occupied a large area which may at one time have extended from the Niger as far even as Accra and thus have included the greater part of what is now Dahomey. Certainly tribute was collected from Dahomey until as late a date as 1817. Over this wide area, occupied by a number of different clans founded by descendants of Oduduwa, the first Oni of Ife, the Alafin of Oyo had probably risen to a position of practical suzerainty which he exercised with a varying degree of success, over a long period. The nineteenth century, however, saw the complete disintegration of the Yoruba Kingdom. Trouble with the Fulani to the north resulted in the sack of Oyo and the establishment of a Fulani emirate in what had been one of the richest of the Yoruba Provinces. Central authority, probably never very strong, collapsed and the Yoruba clans entered on a period of civil war which, fanned by the necessity of meeting the insatiable requirements of the lucrative slave trade, was to last intermittently for nearly 70 years.

The dangers of war were probably responsible for the establishment of the Yoruba colony of Lagos, since the first settlement in the neighbourhood was at Ebute Metta on the mainland, the inhabitants moving first to Iddo and then to Lagos island, as conditions rendered their original site increasingly less secure. The Lagos White Cap Chiefs are the descendants of these original immigrants whose position as land owners is still recognised although a later heavy influx of Binis largely altered the character and distribution of the population.

Benin had at this time become a powerful and independent kingdom. The King, or Oba, had already thrown off any suzerainty previously exercised by the Alafin of Oyo and was nominally an absolute ruler, but the real power came to be wielded by the fetish priests who created a reign of terror maintained by wholesale human sacrifice, which was only finally overthrown by the British occupation.

Of the early history of the Hausa-speaking tribes of the Northern Provinces there is also little accurate documentary evidence, possibly through the destruction of early written records by their Fulani authorities. But the pagan Hausas were certainly established over large areas of the Northern Provinces prior to the spread of Mohammedanism which, making rapid progress sometime about the thirteenth century, affected greatly their social and political organisations. These came to be based very largely on Islamic law and doctrines.

The infiltration of the Fulani people into northern Nigeria probably began on a large scale in the thirteenth century. Whilst many settled in the towns and intermarried with the Hausa population, others have retained until the present time both their pastoral habits and the purity of their racial characteristics. A quarrel with the pagan king of Gobir led in 1802 to the initiation of a religious war on the part of the Moslem Fulani under the leadership of a sheikh named Uthman dan Fodio. Out of this war grew the Fulani empire, extending over the emirates of Katsina, Kano, Zaria, Hadejia, Adamawa, Gombe, Katagum, Nupe, Ilorin, Daura and Bauchi, all owing allegiance to Uthman dan Fodio's son, Bello, the Sultan of Sokoto, as the Sarkin Musulmi or Commander of the Faithful. The independent power of this empire was finally overthrown by the British occupation, but the Fulani were able to maintain their rule for nearly 100 years, showing—in the early stages at all events—marked administrative ability.

The Fulani empire was never co-terminous with the present Northern Provinces boundaries. A number of pagan tribes on the central plateau and in the area of the Benue valley were never brought into subjection. Foremost amongst the peoples who successfully resisted the invasion were the Kanuri of Bornu. This was largely due to Muhammed El Kanemi, who restored the position after the Sultan of Bornu had suffered a preliminary defeat by the Fulani, and went on to exercise the power of virtual ruler of the country, although the Sultan was restored to the throne as a figurehead.

The tribes of what is now south-eastern Nigeria have little or no known early history prior to the British occupation, with the exception of certain of the coastal peoples, who were long known as keen and enterprising traders. Since the establishment of the Protectorate, however, the rapid spread of education has brought great changes and both the Ibos and the less numerous Ibibios now exercise a most important influence on the social, economic and political life of Nigeria.

#### (b) BRITISH OCCUPATION

Neither the acquisition by the British Crown of the Colony of Lagos nor the establishment of a Protectorate over large areas of the interior was the result of deliberate long-range planning by the Governments of the day. On the contrary those Governments were forced by the pressure of events almost insensibly and often reluctantly into courses of action which finally resulted in the taking over of the administration of the entire territory. The events covering the whole period from the early discovery of Nigeria to the present day may roughly be set out under three heads, the period of exploration, that of penetration and finally that of consolidation of the ground won.

In the period of exploration the British were not the first in the field. As early as 1472 the Portuguese had found anchorages in the mouths of the many rivers in the Bight of Benin. They were not, however, left long in undisputed possession of the field and the first English ships reached the Bight of Benin in 1553, under the command of a Captain Windham. Then followed a chapter in the world's history

on which England, in common with other nations, now looks back with distaste, only mitigated by memories of the earnest efforts made to remedy as far as possible the wrong which had been done. The discovery of America and the establishment of Spanish colonies in the West Indies led to a steadily increasing demand for negro slaves and a cut-throat competition between the maritime nations to participate in, and to oust each other from, the lucrative business of supply. The first Englishman to engage in this traffic was Sir John Hawkins, but he was followed by many others, who gained in the rough and tumble of a hazardous trade much of the experience of ships and the sea which was eventually to prove the salvation of England when the long struggle with Spain moved to its climax in the latter years of the 16th century. Professional seamen argued that participation in the slave trade fostered the growth of a prosperous and powerful merchant marine and long after, when the cause of abolition began to raise its head, the Admiralty was amongst its foremost opponents on the grounds of the serious blow which could be dealt thereby to England's essential reserve of trained seamen. It is a measure of the extent to which the horrors of the trade finally aroused the conscience of the nation that abolition was finally passed in England in the middle of a great war and in the teeth of advice tendered by the country's greatest sailors.

In the sixteenth and seventeenth centuries, however, public opinion quietly ignored the moral issues and concentrated on the material profits and the English west coast ports of Bristol and later Liverpool grew in prosperity accordingly. First the Portuguese and then the Dutch, the Danes, the Spaniards and the Swedes were successively supplanted and by the Treaty of Utrecht in 1712, the British secured a 30-year monopoly of the trade. Although the Dutch and the French maintained slave establishments at Benin until the close of the eighteenth century, it is estimated that more than half the slaves exported from West Africa during the busiest year of the trade were in British ships.

Lord Mansfield's famous ruling in 1772 in the case of James Somersett that any slave setting foot on English ground became free under the common law was followed in 1787 by the establishment of a Society for the abolition of the Slave Trade, which finally secured the passing of an Act of Abolition in 1807. The continuous efforts made to implement the act and to suppress the trade were in a high degree responsible for the extension of British influence in Nigeria, which proceeded steadily throughout the nineteenth century.

The trade in slaves led to the ships of all nations acquiring familiarity with the numerous river mouths between Lagos and Calabar. Little was known of the interior, however, until the beginning of the nineteenth century and in particular, the source and direction of the great river which was widely reputed to flow across the continent of Africa was a complete mystery.

Foremost amongst the names of those who sacrificed their lives to solve it was Mungo Park who reached the Niger from the Gambia River in 1796, and in a second and officially sponsored expedition

from Goree in 1805, sailed down the river as far as Bussa where, with the remnants of his party, he perished in the rapids.

Although absorption in the Napoleonic War acted as a bar to further exploration for a number of years, the problem of solving the mystery of the Niger was not forgotten, and from about 1816 on a number of attempts were made from various directions to establish with certitude the course of the river. Finally, Richard and John Lander succeeded where others had failed in tracing the outlet of the river to the multitude of creeks and rivers now known as the Niger Delta.

In the attempts which followed to put the Landers' discovery to practical use and to open up trade with the interior, the outstanding name in the early period is that of Macgregor Laird, and in the later that of Sir George Taubman Goldie. It became clear to the latter that some form of unity was essential if British companies were to establish themselves against inhabitants of the hinterland and, as a result of his persuasions, the United African Company came into existence in 1879, being reorganised and incorporated as the National African Company Limited three years later. Legitimate trade prospered in spite of many discouragements and with little or no backing from Governments to whom imperial responsibilities in a distant and unhealthy territory had no appeal.

The Government could not remain blind, however, to the difficulties and danger to British trading interests of the international competition for spheres of influence which, in the last two decades of the century, developed into a general scramble for Africa. At the Conference of Berlin in 1885 the British representatives were able successfully to claim that British interests were supreme on the lower Niger and the British claim to a sphere of influence in Nigeria, the boundaries of which were as yet undefined, received international recognition. The Government's steps to undertake the responsibilities of efficient administration in that area known as the Oil Rivers Protectorate, which came under the loose control of a British Consul were, however, both slow and reluctant. It was left to the National African Company, at last in 1886 granted a Royal Charter under the name of the Royal Niger Company, Chartered and Limited, to take a lead in opening up the Niger. The grant of the Charter greatly strengthened the position of the Company, the usual Government services were established and an armed constabulary was raised for the protection of the territory. By these means the Company foiled both German and French efforts to encroach within what are now the boundaries of Nigeria, and after the most serious of French threats in the western part of the territory had been successfully averted by the Company's troops under Captain Lugard (as he then was) in 1894, these boundaries ultimately became generally recognised.

It was the British Government's efforts to suppress the slave trade, however, rather than the furtherance of commercial interests, which led to the most striking changes in its relations with the peoples of Nigeria. Lagos, an important centre of trade, was attacked and

conquered in 1851, but resulting treaties with King Akitoye for the abolition of the trade proved almost useless in the absence of any administrative arrangements to ensure their observance and Akitoye's death, in 1853, was followed by a long period of civil unrest. In 1861 Her Majesty's Government, therefore, reluctantly decided on the occupation of Lagos as the only effective means to the desired end. This was achieved with little difficulty and the island was created a Colony the following year. The new Colony was consolidated and its boundaries were extended somewhat in the years which followed and, in 1886, the Government felt strong enough to offer its services as arbitrator to bring to an end the latest of the Yoruba civil wars which were such a fruitful source of supply for the slave markets. The offer was accepted, peace was temporarily restored and the war camps were burnt by the arbitrators. The precedent was too good not to be followed by those in difficulties and an appeal was made to the Lagos Government by the Egbado peoples who were being oppressed by their more powerful neighbours, the Egbas of Abeokuta. This appeal, together with the fear of the establishment of treaty relations between the French and the Egbas, led to further expeditions into the interior and later to the appointment of a British Resident, who set up his headquarters at Ibadan. Generally the whole of Yorubaland, with the exception of the Egba state, was attached to the Colony of Lagos as a British Protectorate. The wars ceased and a great increase in prosperity, both in the hinterland itself and also in consequence in the port of Lagos was the natural result. It was not many years before the treaty of 1893 recognising the independence of Egbaland was voluntarily abrogated since the authorities there found it impossible to maintain themselves in power without successive appeals for British support. In 1914 this area, too came unreservedly under the Government of the Protectorate of Nigeria.

The large area now known as the Northern Provinces was brought under British Protection in the early years of the twentieth century, largely for similar reasons and from the same motives. Various slave-raiding emirs carried on their activities within a few miles of the Niger Company's scattered posts and it became clear that nothing but force would stop them. One expedition naturally led to another in an area with much more close social and religious affinities than in the coastal belt, and after Government had finally taken over from the Niger Company in 1900, the time soon came when its relative strength and that of the Fulani empire had to be settled. The issue was decided far more easily than might have been expected. The Fulani were aliens and the abuses of their later rule had left them with no deep seated sympathy amongst the subject populations. First Kano and then Sokoto were defeated and occupied, the desert tribes submitted and the Fulani emirs themselves accepted the relatively easy terms of the conquerors and came formally under British protection. The terms included the abolition of slave-raiding and the recognition of British Suzerainty, coupled with an assurance that the Mohammedan religion and the existing system of law would not be interfered with.



The gradual extension of Government's influence in the Protectorate of the Oil Rivers had meanwhile been taking place. In 1893 by Order in Council the Protectorate was extended over the hinterland and renamed the Niger Coast Protectorate and the following year Government found itself forced to undertake an expedition against the Jekri Chief Nana, a powerful slave trader, whose activities extended over a wide area. Benin still held aloof and an unescorted expedition led by Acting Consul-General Philips, in 1897, in an effort to establish a friendly settlement, was attacked and its members, with two exceptions, massacred. A military expedition was accordingly despatched and Benin City was captured with only slight loss six weeks later.

In 1899 the charter of the Royal Niger Company was revoked and on 1st January, 1900, its territories came under formal Government control, compensation being paid to the Company in respect of its administrative expenses and its existing buildings and stores. The Company had added large areas of the rich hinterland of Nigeria to the British Empire and had done much to abolish the slave trade, bringing the benefits of peace and justice to peoples who had previously lived under the shadow of both unrest and oppression. Its virtual trade monopoly became, in the long run, no more defensible in principle than was the "administration at private discretion of Territories of which the defence was provided at public expenses", and the revocation of the Charter was bound to come. But recognition should be given to the great part played by the Company in the building of Nigeria.

#### (c) ADMINISTRATIVE CONSOLIDATION

The penetration into and extension of British influence over the wide areas of Nigeria had, as has been seen, been carried out by three different sets of officials responsible respectively to the Colonial Office, the Foreign Office and the Directors of the Royal Niger Company. Even when the Royal Niger Company disappeared as a governing body in 1900, there still remained three separate administrations. These were reduced in 1906 to two and the inevitability of the amalgamation of these was clearly foreseen. This came on 1st January, 1914 when the Colony and Protectorate of Nigeria was formally inaugurated under the authority of Royal Letters Patent and Order in Council. Sir Frederick Lugard, who had been appointed in 1912 Governor of both the then remaining administrations, now became the first Governor of a united Nigeria.

The period of consolidation which now followed could hardly have begun in more difficult circumstances. The first world war began in August, 1914, and Nigeria not only found it impossible to recruit much-needed staff for the administration of the territory, but some members of even such limited services as existed, left in order to play their part in the armed forces. Furthermore, the Nigerian Regiment was called upon to play an important part in the expeditions undertaken against the German colonies, first in the Cameroons and Togo-

land and, later, in East Africa. In all these campaigns the soldiers displayed both great gallantry and complete loyalty to their new allegiance. It was also a great tribute to the skill and tact with which Sir Frederick Lugard and his officers had handled the delicate situation in the north that not only was no advantage taken by the emirs of prevailing difficult conditions to re-assert their independence, but throughout the war they continued to give convincing proof of their loyalty to the British connection. Minor trouble broke out in various parts of southern Nigeria, due more to local administrative difficulties than to any general desire to throw off British rule. By far the most serious of these outbreaks was the Egba rising of 1918, which assumed serious proportions for a time, but was eventually suppressed without difficulty by the newly returned troops from East Africa.

In 1919 Sir Frederick Lugard, soon to become Lord Lugard, retired from the Governship of Nigeria. To his outstanding position in its history no better tribute could be paid than the following extract from a speech to the Legislative Council on 18th March, 1946, by the then Governor, Sir Arthur Richards (now Lord Milverton) :

"In the proud record of British Colonial Administration two names stand out—those of Stamford Raffles and Lugard. Speaking in Nigeria there is no need for me to say what Lugard did in bringing out of chaos and in laying the foundations of the Nigeria we see today. Those who knew him personally marvelled how great a heart beat within that slender frame, and with what sure instinct he planned the administration. There is always something sad about the passing of a great man. Lord Lugard had a modesty commensurate with his greatness and his fondest hope was that he had made some contribution to the future of the Nigerian people in whose welfare his interest never flagged until the end.

"To the ordinary man the outstanding characteristic of Lord Lugard was his prodigious industry. He never took a day off ; he was at work all day and far into the night wherever he was—in Zungeru, on a launch on the Niger, in rest houses, even on leave and on the voyage to and from Lagos—and he continued to work at the same pitch right up to the end of his life. Only a man of his physical strength and tenacity of purpose could have accomplished that immense amount of detailed work, and at the same time, amid all the urgent problems, the day-to-day changes and the constant risks of those early days, have kept in clear perspective the administrative structure which he was building up and which we and all the world know to-day. Yet behind all this there was no mistaking the soldier and the man of action in the alert and wiry figure of "the Little Man" as he came to be known later on. One did not argue with his swift decisions : once made they were immovable. One of his notes, on the choice of a school site, read 'I planted a white stick where the Superintendent's house should be'—and there it was, and is.

"It was no wonder that he inspired confidence in all those with whom he worked and that less than ten years after he had made his first adventurous journey northwards from Jebba, a stranger could travel alone and in perfect safety through a settled and orderly country, rid of the slavery which he hated, and governed, under his guidance, by the Africans in whose service he spent his life."

The war had brought great difficulties to Nigeria in the complete dislocation of world trade, but the first two years of peace were a period of unparalleled prosperity. Boom prices were paid for Nigerian produce and exports rose to unprecedented levels. The slump which followed caused great economic difficulties, but it can

fairly be said that, notwithstanding a series of financial crises due to world trade conditions, Nigeria progressed steadily in the period which intervened before the outbreak of the second World War in 1939. The staff of all departments was expanded, enabling Government to extend its activities in a number of ways. Communications were greatly improved, remote areas thus being brought for the first time under effective control. Further, social amenities were widely extended and began to assume, for the first time, the functions and status of a national service. An important part in this and in the great spread of education which took place in these years was played by voluntary agencies, chief amongst which were the Christian Missions. The educational work of these bodies in particular has been of the greatest value and has been extensively encouraged by grants from Government funds. Still further progress could have been made but for the necessity of financing development wholly, or almost wholly, from Nigerian revenues. These, being dependent to a great extent on import customs duties, were subject to considerable fluctuation owing to the ramifications of international trade.

In all this period there was only one major threat to law and order in the territory. This was the women's rising which occurred in the Owerri and Calabar Provinces in 1929 and largely resulted in the destruction of the local system of government which had been set up and in the establishment of Native Administrations based more closely on the indigenous customs of the people.

#### (d) THE SECOND WORLD WAR AND POST-WAR YEARS

With the outbreak of the second World War the loyalty of Nigerians was, as in 1914, in many ways convincingly demonstrated. Recruits for the armed forces greatly exceeded the number which could be absorbed, and money was generously subscribed for war purposes. An expeditionary force was despatched to Kenya including many veterans of the East Africa campaign of the previous war ; this force after assisting in the occupation of Abyssinia, returned to man the frontiers of Nigeria, the Gambia and Sierra Leone against possible invasion from Vichy-controlled territory. In October 1943 and April 1944 the 81st and 82nd (West Africa) Divisions left for Burma, where they played a prominent part in the Arakan, and units of the Nigerian 3rd Brigade were included in General Wingate's special force operating behind the Japanese lines in Central Burma.

Meanwhile, in Nigeria, vigorous efforts were made to increase the production of essential export commodities. With the loss of Malaya, Nigeria became the chief source of tin for British war factories, while groundnuts, palm oil and kernels were in urgent demand to maintain fat supplies.

Although it is impossible as yet to see the crowded events of the post-war years in perspective, it is obvious that the political, economic, and social progress of Nigeria since 1945 has been swift. On 1st January, 1947 a new Constitution was introduced. An enlarged

Legislative Council was set up with a majority of unofficial members and was empowered to legislate for the whole country, instead of only the south. Regional Houses of Assembly with unofficial majorities and a House of Chiefs in the north were also established, with important advisory and financial functions. Another constitution giving Nigerians a yet greater share in the control of their affairs came into force in 1951. Under this Constitution described in more detail in Chapter 3 of this part of the Report, there is a Central Legislature composed almost entirely of Nigerian elected members and there are Regional Houses of similar composition. There is a Council of Ministers with a Nigerian majority drawn from the House of Representatives and similar Regional Executive Councils. These Councils, with their Nigerian majorities, have the responsibility of formulating Government policy and directing executive action.

The most important economic developments have been the preparation and carrying-out of the Ten-Year Plan for Development and Welfare, and the successful formation and operation of the Marketing Boards and Regional Production Development Boards.

The Ten-Year Development Plan was approved by the Legislative Council in 1946. It was estimated to cost over £55,000,000 and £23,000,000 towards this sum was allocated by the United Kingdom under the Colonial Development and Welfare Act. The scheme was under revision in 1950 and a revised plan was accepted in 1951. Of the £55,000,000 allocated to the original Plan, £34,000,000 were outstanding at 31st March, 1951 and the estimated expenditure of this sum from 1951 to 1956 will be over £12,500,000 by the Northern Region, £10,000,000 by the Central Government, nearly £6,000,000 by the Eastern Region and £5,500,000 by the Western. The Plan is aimed to give a firm foundation on which further development in Nigeria can be built. In it, therefore, there have been large allocations for the expansion of basic social services, such as health and education, for basic equipment such as machinery for good water supplies, roads, and the tools of technical education, and for production services and revenue earning projects. In spite of difficulties in obtaining the men and materials to put the Plan into practice, and in spite of recent steep rises in prices, the Plan has done and is doing much towards the success of the economic schemes promoted by the Marketing Boards, the Regional Production Development Boards and others.

One of the Marketing Boards chief aims was to secure reasonable and stable prices for producers in adverse conditions so as to avoid any repetition of the experiences Nigerian primary producers went through in the nineteen-thirties. Owing, however, to the vast increase in world prices of cocoa, oilseeds, groundnuts and other products, the Boards have not only been able to strengthen their position and build up reserves to cushion producers against an eventual fall in world prices, but to allocate very large sums of money to schemes (largely now drawn up by the Regional Production Development Boards) for the benefit of the areas where the crops with which they are concerned are grown.

The most striking development in Nigeria's social services since the war has been the founding, with generous aid from the United Kingdom, of Nigeria's first University College—the University College, Ibadan—with Dr. Kenneth Mellanby, O.B.E., Sc.D. as Principal. Three years ago the College existed only on paper. It now has a academic staff of over 80, and some 325 undergraduates working in the faculties of arts, science, agriculture and medicine.

One other important post-war change must be mentioned in this short summary, namely the appointment of Nigerians in large numbers to senior posts in the Nigerian Civil Service, and the granting of scholarships to many others to fit them later for such posts. A Commission was appointed in May 1948 to make recommendations on the recruitment and training of Nigerians for Senior Service posts. The Commission's report was accepted by the Government, and since then till the end of 1951 the Central Public Services Board, established in accordance with its recommendations, has appointed 410 Nigerians to Senior Service posts and awarded over 400 scholarships and grants for training courses. Approximately one-seventh of the Senior Service is now Nigerian, and early in 1951 Dr. S. L. A. Manuwa, O.B.E. was appointed Director of Medical Services. He is the first Nigerian to hold this important appointment.

#### (e) THE CAMEROONS

The German Colony of the Cameroons was conquered by French and British forces in the first World War between 1914 and 1916. Germany renounced her rights to the Colony by the Treaty of Versailles and in 1922 a portion of the Colony was assigned to the United Kingdom to be administered under League of Nations mandate. The British Cameroons consist of two narrow strips of territory on Nigeria's eastern borders with a gap between them on either side of the Benue river. The total area is some 34,000 square miles. The territory was and still is administered as an integral part of Nigeria. The only developed part of the territory was the extreme southern tip, where the Germans had opened up banana plantations. These plantations returned to German ownership in the nineteen-twenties and continued to profit their owners without providing much benefit for the people of the Cameroons. At the beginning of the second World War the plantations were vested in the Custodian of Enemy Property and it was later decided that this time they should not fall back again into private German hands. By legislation passed in 1946 the lands were acquired by Government so that they might be held and administered for the use and common benefit of the inhabitants of the Territory and leased to a new Cameroons Development Corporation for the achievement of that purpose. The Corporation, by the Development of the plantations and the health, education and welfare services it provides, is already doing much to increase the prosperity of the Cameroons peoples.

After the second World War the United Kingdom expressed its

wish to place the Cameroons under the new International Trusteeship system and this was effected by a Trusteeship Agreement approved by the General Assembly of the United Nations in 1946. Under the agreement the United Kingdom was made responsible for the administration of the Territory. A Visiting Mission of the United Nations Trusteeship Council visited the Territory at the end of 1949. The Territory is, in accordance with the Trusteeship Agreement, administered as an integral part of Nigeria, but a Commissioner of the Cameroons was appointed in 1949 with special responsibilities for administration in the Southern Cameroons and for trusteeship affairs in the whole Territory.

## GOVERNORS IN NIGERIA

- 1914 Sir Frederick Lugard, G.C.M.G., C.B., D.S.O. (later Lord Lugard). Personal title of Governor-General.
- 1919 Sir Hugh Clifford, G.C.M.G., G.B.E.
- 1915 Sir Graeme Thomson, G.C.M.G., K.C.B.
- 1931 Sir Donald Cameron, G.C.M.G., K.B.E.
- 1935 Sir Bernard Bourdillon, G.C.M.G., K.B.E.
- 1943 Sir Arthur Richards, G.C.M.G. (now Lord Milverton).
- 1948 Sir John Macpherson, G.C.M.G.

## TABLE OF PRINCIPAL EVENTS SINCE 1914

- 1914 Formal inauguration of Colony and Protectorate of Nigeria.
- Invasion of Cameroons by Nigerian troops on outbreak of war with Germany.
- 1916 Conquest of Cameroons completed.
- Completion of railway bridge over River Niger at Jebba.
- 1922 Great Britain received mandate from League of Nations in respect of portion of the German Cameroons.
- 1923 Establishment of Legislative Council with jurisdiction over the Colony and Southern Province of Nigeria.
- 1925 Visit of the Prince of Wales.
- 1926 Opening of Makurdi-Kaduna section of the Railway.
- 1929 Opening of Zaria-Kaduna Namoda section of the Railway.
- Riot at Aba, leading to review of system of local administration in the Southern Provinces.
- 1930 Opening of Kano-Nguru section of the Railway.
- 1932 Opening of Benue Bridge at Makurdi.
- 1936 First direct air mail service between Nigeria and the United Kingdom.
- 1939 Division of Southern Provinces into the Western and Eastern Provinces.
- Outbreak of second World War.
- 1940-41 Nigerian troops take part in Italian East African Campaign.
- 1943-45 Nigerian 81st and 82nd Divisions take part in Burma Campaign.
- 1946 Beginning of 10-Year Development Plan.
- Establishment of Cameroons Development Corporation.
- Trusteeship Agreement for Cameroons approved by General Assembly of United Nations.
- 1947 New Constitution. Legislative Council now has jurisdiction over the whole of Nigeria and a majority of non-official members. Houses of Assembly set up in each Region.
- 1948 Opening of University College, Ibadan.
- 1949 Establishment of Marketing Boards for Cotton, Groundnuts and Palm Produce.
- Establishment of Regional Production Development Boards.
- Announcement that the University College, Ibadan, is to receive £382,000 for initial capital expenditure on the site under a C.D. and W. scheme.

- Disturbances at the Enugu Colliery, subsequently followed by trouble at Aba, Onitsha and Port Harcourt. Commission of enquiry appointed, with Sir William Fitzgerald as chairman.
- Visiting Mission of the United Nations Trusteeship Council visited Cameroons and Togoland.
- 1950 Ibadan General Conference.
- Commission appointed to make recommendations for the allocation of revenue to the three Regional Administrations and the Nigerian Government.
- Party of British industrial and trade union experts visited Nigeria to advise on industrial relations.
- Announcement of His Majesty's Government's general acceptance of the Nigerian Legislative Council's recommendations for the revision of the constitution.
- Cocoa Marketing Board's gift of over £1,000,000 to endow the Department of Agriculture at the University College.
- 1951 New Constitution brought into force.
- Country wide elections for new Regional Houses and House of Representatives.
- Council of Ministers becomes principal instrument of policy.
- Principles of revenue allocation to Regions settled.

## Chapter 3 : Administration

### *The Regions*

Nigeria is divided into three Regions known as the Northern Region, the Western Region and the Eastern Region. The boundaries of these Regions coincide with those of the former Northern, Western and Eastern Provinces. The capital of the whole country is at Lagos which falls in the Western Region. The capitals of the Northern, Western and Eastern Regions are at Kaduna, Ibadan, and Enugu, respectively.

There is a Governor and Commander-in-Chief with authority over the whole country and Lieutenant Governors in each of those three Regions.

The Cameroons under the United Kingdom Trusteeship (see Chapter 2 (e) above) is administered as an integral part of Nigeria. The Southern Cameroons are administered as part of the Eastern Region and the Northern Cameroons as part of the Northern Region. There is a Commissioner of the Cameroons who administers the Southern Cameroons subject to the authority of the Lieutenant-Governor Eastern Region, and is responsible to the Governor, as far as Trusteeship affairs are concerned, for the whole of the Trust Territory.

### *The New Constitution*

The 1951 Constitution established a Central Legislature and a Council of Ministers for the whole of Nigeria and separate Legislatures and Executive Councils in each of the three Regions.

### *The Council of Ministers*

The Council of Ministers is the principal instrument of policy in and for Nigeria. It consists of the Governor as President, 6 *ex officio* members and 12 Ministers. The *ex officio* members are the Chief

Secretary to the Government of Nigeria, the Lieutenant-Governors of the three Regions, the Attorney-General and the Financial Secretary to the Government of Nigeria.

At the time of writing this Report, the 12 Ministers (in alphabetical order) are as follows :

The Honourable Sir Adesoji Aderemi, K.B.E., C.M.G., M.H.R.,  
Oni of Ife,  
Minister without Portfolio.

The Honourable S. L. Akintola, M.H.R.,  
Minister of Labour.

The Honourable Okoi Arikpo, M.H.R.,  
Minister of Lands, Survey and Local Development.

The Honourable M. Abubakar Tafawa Balewa, O.B.E., M.H.R.,  
Minister of Works.

The Honourable Dr. E. M. L. Endeley, M.H.R.,  
Minister without Portfolio.

The Honourable Shettima Kashim, M.B.E., M.H.R.,  
Minister of Social Services.

Alhaji, The Honourable Usman Nagogo, C.B.E., M.H.R.,  
Emir of Katsina,  
Minister without Portfolio.

The Honourable E. Njoku, M.H.R.,  
Minister of Mines and Power.

The Honourable A. C. Nwapa, M.H.R.,  
Minister of Commerce and Industries.

The Honourable Chief Arthur Prest, M.H.R.,  
Minister of Communications.

The Honourable M. Mohammadu Ribadu, M.B.E., M.H.R.,  
Minister of Natural Resources.

The Honourable Chief Bode Thomas, M.H.R.,  
Minister of Transport.

### *The Regional Executive Councils*

The Executive Councils of the Regions are the principal instruments of policy in and for the Regions in matters to which the executive authority of the Regions extends. The appropriate Lieutenant-Governor presides in each of these councils and there are three *ex officio* members—the Civil Secretary, the Legal Secretary, and the Financial Secretary of the Region. There may also be up to two official members of each of the councils. The majority of each council is, however, composed of elected members chosen from the respective House of Assembly.

### *House of Representatives*

There is a Central House of Representatives which consists of the President, 6 *ex officio* members, 136 representative members elected by the method described below and not more than 6 Special Members, representing interests which, in the Governor's opinion, are not otherwise adequately represented in the House. The 6 *ex officio* members



are the same as those who sit on the Council of Ministers. Of the 136 representative members, 68 are chosen by the Joint Council of the Northern Region, 31 by the Western House of Assembly, 3 by the Western House of Chiefs and 34 by the Eastern House of Assembly.

### *Laws*

The Governor, with the advice and consent of the Central House of Representatives, may make laws for the peace, order and good government of Nigeria.

The Lieutenant-Governors of the Regions, with the advice and consent of the Regional Houses, may make laws for the peace, order and good government of the Regions with regard to a large number of matters such as Agriculture, Education, Town and Country Planning, Public Health and Sanitation, etc.

### *Regional Houses*

In the Northern Region, there are two legislative houses styled the Northern House of Chiefs and the Northern House of Assembly. The Northern House of Chiefs consists of the Lieutenant-Governor as President, three official members, all first-class Chiefs, 37 other Chiefs and an Adviser on Moslem Laws. The Northern House of Assembly consists of the President, 4 official members, 90 elected members and not more than 10 Special Members representing the interests of communities not otherwise adequately represented in the opinion of the Lieutenant-Governor.

In the Western Region, there is also a House of Chiefs with the Lieutenant-Governor as President, 3 official members and not more than 50 Chiefs. There is also a Western House of Assembly consisting of the President, 4 official members, 80 elected members and not more than 3 Special Members.

The Eastern House of Assembly consists of the Lieutenant-Governor as President, 5 official members, 80 elected members and not more than 3 Special Members.

### *Joint Councils*

There are Joint Councils in both the Northern and the Western Regions. The Northern Joint Council consists of not more than 40 members elected from each legislative house, making a total number of 80 in all. The Joint Council of the Western Region is similarly constituted. While, however, the Joint Council for the North elects members to the Central House of Representatives, the Joint Council for the West does not. As explained above, 31 out of the 34 Western Representatives in the Central House are chosen by the Western House of Assembly, the remaining three being chosen by the Western House of Chiefs.

### *Elections to Regional Houses*

The members of the Regional Houses of Assembly are elected by electoral colleges. In the North, an electoral college is elected in each

province, in the West and East, in each division. The electoral colleges are formed by a number of intermediate stages, the first in each case being a primary election at which all adult male taxpayers may vote.

### *Local Government*

Local Government in Nigeria is the main responsibility of a large number of "Native Administrations." In the East, however, there are a number of county and other councils on familiar English lines and throughout the country, in recent years, the influence of British local government institutions has been increasingly marked.

The Native Authority system was instituted in northern Nigeria with the coming of the British Rule in 1900 and then spread, not only to the rest of the country, but over many parts of tropical Africa. The system was first instituted in the northern emirates where the local functions of government were delegated to African rulers acting under the supervision and assistance of the British Administrative Staff. The local authorities so constituted were known as Native Authorities and were responsible to the Government for the peace and good order of their areas. Under them district heads and village heads were responsible to their superiors for the smaller areas under their charge.

Native Treasuries were established into which were paid a share of the taxes collected by the Native Authorities as well as the receipts of Native Courts which were also set up and various minor fees. The revenue and expenditure of each Native Treasury were shown in the annual estimates approved by the Chief Commissioner.

As time went on, these Native Authorities undertook a large number of social and economic services such as maintenance of roads, hospitals, dispensaries, etc. The system brought about changes in the indigenous institutions on which the Native Authorities were founded. For instance, the Emirs' Councils which were the ordinary feature of the Hausa and Fulani system in many cases became more like councils of ministers and district heads, instead of coming from a small group of ruling or privileged families, were now often chosen for their educational or other merits.

There are now some 120 Native Authorities in the North with 60 Treasuries. Some of these Native Authorities are of great importance such as that of Kano which has an annual revenue of over £500,000. The Native Authorities in the North provide about one-third of the primary schools and maintain much the same proportion of hospitals.

This Native Authority system was adopted in the West in 1916 and in the East in 1933. In the West, the aim, in recent years, has been, while keeping the native authority system, to modify it on modern democratic lines. The number of Native Authorities in that Region has been reduced from 137 in 1945 to some 50 today. The proportion of elected members of Native Authority councils has been greatly increased and these elected members are often in the majority. Similarly, there is now no "Sole Native Authority"; in 1939 there were five of these "Sole Native Authorities" in the Western Region, viz.,

the Alake of Abeokuta, the Oba of Benin, the Oni of Ife, the Alafin of Oyo and the Awujale of Ijebu-Ode. (These chiefs, though their power was in theory autocratic, would not normally have taken important action affecting their local community without consulting their councils). The committee system is also being increasingly used and some of the more advanced native authorities in the West have appointed executive officers or secretaries with duties much the same as those of the clerk of an English local authority.

In the East, it has been decided to abandon the Native Authority system which, because of the absence of old established powerful indigenous organisations on which the system could be built, has not been so satisfactory as in the other two Regions. In the words of the Select Committee of the Eastern House of Assembly set up in 1948 to review the existing system and formulate principles for reform, "The theory of native administration pre-supposes the existence of a growing inherent authority capable of development to such an extent that it can provide for the effective and efficient administration of the people at all stages of progress. After 20 years experience, it is evident that the inherent authority in the Eastern Provinces, extending as it does to little beyond the confines of the family, is incapable of such development." The Committee went on to say that the existing Native Authorities, with a few exceptions, had failed to attract educated and progressive Africans as members. The Committee recommended that, instead of the Native Administrations, county councils, rural district councils, urban district councils, and village group councils on the lines of those of the United Kingdom should be established. The Eastern Local Government Ordinance (No. 16 of 1950) was passed in 1950 by the Legislative Council to give effect to these recommendations. The first Eastern Region County Council was set up at Ikot-Ekpene in 1950 and further councils established in 1951.

### *Towns*

Most towns are administered in accordance with the Townships Ordinance (Cap. 216). A typical example is Warri township administered by a Local Authority who is the Administrative Officer, responsible to the Resident. He is assisted by advisers appointed by the Resident. There are very different arrangements in the largest towns. In Lagos, for example, there is a council entirely elected by adult suffrage and a mayor elected by the Council. The Council has at present an all African membership and the Mayor is Dr. I. B. Olorun-Nimbe.

### PUBLIC RELATIONS

The headquarters of the Public Relations Department are at Lagos, and there are Regional Public Relations Officers at Kaduna, Enugu and Ibadan. The chief activities of the Department in 1951 are summarised below.

*The New Constitution.* The most important activity of the Department during the year was a country-wide educational campaign in

connection with the new constitution. A series of pamphlets were issued, some in simple English and others in the principal vernaculars. They dealt both with the general structure of the constitution and with its regional aspects. Later a special pamphlet of "Questions and Answers" was also issued to clarify points raised in public discussion following the distribution of the main series of pamphlets.

The Department's cinema vans were widely used in the campaign. They toured the rural areas and showed films depicting parliamentary procedure. After these showings selected African officers made use of public address equipment to speak on the constitution and to answer questions.

Special articles and notices giving instructions and advice to prospective voters were also published in the local press.

*Marketing Publicity.* A Marketing Publicity Section, the cost of which is reimbursed from funds made available by the Marketing Boards, was formally established in February, 1951. The Section has subordinate staff attached to the Regional Offices at Enugu and Ibadan, and arrangements have been made for an Assistant District Officer to be seconded to take charge of its work in the Northern Region.

The principal function of the Section is to publicise the policy and activities of the Cocoa, Oil Palm, Cotton and Groundnut Marketing Boards and also of the Regional Production Development Boards in their campaigns to raise the quantity and quality of crops and improve conditions in the areas in which they are grown. In the early months of its existence the Section was concerned chiefly with exploratory research into methods and media of publicity which were likely to prove most effective.

Mr. Ernest Ikoli, one of the most experienced of Nigerian journalists, was invited to give a series of lectures in the cocoa-farming areas, taking with him a projector and a copy of a film "It pays to take care", which was made some years ago by the Public Relations Department in collaboration with the Department of Agriculture.

*Films.* The Film Production Unit continued work in 1951 on a variety of projects, but found time also to make a fairly detailed record of the elections held under the new constitution.

The film "Smallpox", made in 1950, has achieved a notable success. Critics in London described it as one of the best documentaries of its kind ever to be produced by a Colonial Unit. Wherever it has been shown in Nigeria it has greatly stimulated interest in vaccination. Public Relations Departments in many other territories have asked for copies of the film.

The Department's mobile cinema units again travelled many thousands of miles, visiting towns and villages in all parts of the country and showing films to audiences totalling well over a million people.

The demands made on the Photographic Section by other Government departments and by the Regional Administrations were again very heavy. Much of the work undertaken was in connection with

development projects. Although the importance of these local assignments is recognised, it will be necessary to reduce the amount of time and labour devoted to them if the Section is to fulfil its equally important duty of producing a steady flow of photographic material for distribution overseas.

*Nigeria Review.* Owing to the continued shortage of newsprint, the circulation of the *Nigeria Review* was cut from 45,000 to 30,000. Some of the newsprint saved was used to ensure the continued publication of privately owned newspapers.

In May, 1951, the Regional Public Relations Office at Enugu produced the maiden issue of its weekly paper, *The Eastern Outlook and Cameroons Star*. The paper is sold at two pence a copy instead of being given away free, but it has already attained a circulation of nearly ten thousand.

*General.* There was again a steady influx of press correspondents from overseas, most of them in search of material dealing with constitutional development in West Africa.

New activities of the Process Engraving Section included the designing and engraving of charts, colour designs and calendars for the Railway, graphs and anatomical drawings for the Medical Department, illustrations of every description for use in mass education primers and pamphlets, blocks for various publications issued by the University College at Ibadan, posters and slides needed for instructional purposes by the police, and a great volume of work for the magazine *Nigeria* which now relies on the Section for virtually the whole of its pictorial reproductions. Successful experiments were undertaken in the production of colour blocks.

## Chapter 4 : Weights and Measures

Imperial weights and measures are in use.

## Chapter 5: Principal Newspapers and Periodicals

A full list of the country's principal newspapers and periodicals is given below. Some of the most important are the *Daily Times* ; the *West African Pilot* which, with other papers of Zik's Press, Limited, supports the N.C.N.C. ; the *Nigerian Tribune* and *Daily Service*, which support the Action Group; the Gaskiya Corporation's *Gaskiya ta fi Kwabo*, and *Nigerian Citizen* ; and the Public Relations Department's *Nigeria Review*, *Eastern Outlook* and *Children's Newspaper*. *Nigeria* and the *Nigerian Field* are the two leading periodicals among those which do not deal with political affairs.

	NAME OF PAPER	DAILY OR OTHERWISE	LANGUAGE	PUBLISHERS	ADDRESS
1	<i>Daily Times</i>	Daily	English	Nigerian Printing & Publishing Co., Ltd., Daily Mirror Newspapers.	172 Broad Street, Lagos.
2	<i>Daily Comet</i>	"	"	Comet Press, Limited.	2 Yoruba Road, Kano.
3	<i>Daily Service</i>	"	"	Service Press, Limited.	5 & 7 Apogbon Street, Lagos.
4	<i>West African Pilot</i>	"	"	Zik's Press, Limited.	34 Commercial Avenue, Yaba.
5	<i>Southern Nigerian Defender</i>	"	"	Zik's Press, Limited.	Ijebu Bye Pass, Oke Ado, Ibadan.
6	<i>Nigerian Spokesman</i>	"	"	Zik's Press, Limited.	New Market Road, Onitsha.
7	<i>Eastern Nigerian Guardian</i>	"	"	Zik's Press, Limited.	37 Aggrey Road, Port Harcourt
8	<i>Nigerian Tribune</i>	"	"	African Press, Limited.	P.O. Box 78, Ibadan.
9	<i>Nigerian Daily Echo</i>	"	"	Asika.	53 Creek Road, Port Harcourt.
10	<i>New Africa</i>	"	"	N. Anagbogu	New Africa Press, Asata, Enugu.
11	<i>West African Examiner</i>	"	"	Enitonna Press	12 Creek Road, Port Harcourt.
12	<i>Eastern States Express</i>	"	"	Dr. Udo-Udoma	34 Park Road, Aba.
13	<i>The People</i>	"	"	The Peoples Press	50 Victoria Street, Port Harcourt.
14	<i>Nigerian Observer</i>	Weekly	"	Enitonna Educational	81 Aggrey Road, Port Harcourt
15	<i>Nigerian Eastern Mail</i>	"	"	J. V. Clinton	P.O. Box 57, Henshaw Town, Calabar.
16	<i>Akede Eko</i>	"	Yoruba	I. B. Thomas	116 & 139 Igboere Road, Lagos.
17	<i>Irohin Yoruba</i>	"	"	Service Press, Limited.	5 & 7 Apogbon Street, Lagos.
18	<i>Catholic Herald</i>	"	English	St. Paul's Press	Catholic Mission, Ebute Metta.
19	<i>Nigeria Review</i>	"	"	Public Relations Department (Government)	11 Custom Street, Lagos.
20	<i>African Echo</i>	"	"	J. J. Odufuwa	58 Macullum Street, Ebute Metta.
21	<i>Nigerian Statesman</i>	"	"	W. O. Briggs	Kester Lane, Lagos.
22	<i>Eleji Ofe</i>	"	Bilingual (English-Yoruba)	T. Thompson	6 Aibu Street, Lagos.
23	<i>Gaskiya ta fi Kwabo</i>	"	Bilingual (Hausa-English)	Gaskiya Corporation, Zaria	Zaria.

	NAME OF PAPER	DAILY OR OTHERWISE	LANGUAGE	PUBLISHERS	ADDRESS
24	<i>Western Echo</i>	Weekly	English	R. Ola Oke	Oke Padre, P.O. Box 263, Ibadan.
25	<i>Nigerian Citizen</i>	"	"	c/o Gaskiya Corporation	Zaria.
26	<i>Benin Voice</i>	"	"	Omo'ba L. Osula	c/o P.O. Box 14, Benin City.
27	<i>Egbaland Echo</i>	"	Bilingual (English- Yoruba)	Ayo Ajala	185 Bamgbose Street, Lagos.
28	<i>Northern Advocate</i>	"	English	B. E. Ogbuagu	P.O. Box 143, Jos.
29	<i>Nigerian Standard</i>	"	"	G. H. Oweh	c/o Central Press, Ofotokun Road, Sapele.
30	<i>Morning Star</i>	"	"	Adigun	Oyo Road, Ibadan.
31	<i>Nigerian Star</i>	"	"	T. Enahoro	Block 3, Plot 6 Embankment Road, Sapele.
32	<i>Nigerian Guide</i>	"	"	Nigerian Guide Press	P.O. Box 37, Oshogbo.
33	<i>In Leisure Hours</i>	Monthly	Bilingual (English- Yoruba)	C.M.S. Bookshops & Press	11 & 13 Broad Street, Lagos.
34	<i>War Cry</i>	"	English	The Salvation Army	11 Odunlami Street, Lagos.
35	<i>African Hope</i>	"	"	Ijaiye Press	35 Hawley Street, Lagos.
36	<i>Niger News</i>	"	"	C.S.M. Niger Bookshops	P.O. Box 34, Port Harcourt.
37	<i>By the Lagoon</i>	"	"	Canon A. C. Howells	C.S.M. Parsonage.
38	<i>Ijebu Review</i>	"	"	Resident's Office	Ijebu Province, Ijebu-Ode.
39	<i>Egba Bulletin</i>	"	"	Provincial Office	Abeokuta.
40	<i>Ilaro Bulletin</i>	Weekly	Bilingual (English- Yoruba)	Official	c/o District Officer, Ilaro.
41	<i>African Church Chronicle</i>	Monthly	English	Rev. E. O. Peters	104 Lagos Street, Ebute Metta.
42	<i>Christian Comment</i>	"	"	West African Gospel Publishing Service	Kaduna.
43	<i>Nigeria</i>	Quarterly	"	Government of Nigeria	The Exhibition Centre, Marina, Lagos.
44	<i>Nigerian Field</i>	"	"	Nigerian Field Society	H. F. & G. Witherby Ltd., 326 High Holborn, London, W.C.1.
45	<i>University Herald</i>	"	"	University Students	c/o University College, Ibadan.

## Chapter 6 : Short Reading List

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*House of Representatives Debates*. First Session, January 1951. Government Printer. 1s 6d. net.  
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## APPENDIX A

Report on the First Elections to the  
of Assembly

## GENERAL ELECTION,

## INTRODUCTION

*The Electoral Regulations*

The Elections to the Western House of Assembly (Elected Members), 1951, \* which came into force on the 2nd January 1951. Regulations were drafted in close consultation with the Regional Administration and took into account the recommendations of the General Conference on the Review of the Constitution, held at Ibadan in January 1950, and subsequent resolutions of the Western House of Assembly.

*Distribution of Seats in the House of Assembly*

2. Each of the twenty-four Divisions of the Western House of Assembly, together with the town of Lagos, was established as an electoral district. The distribution of seats † among the Divisions was based on population, in so far as this was practicable. It was determined that no Division should have less than 10,000 inhabitants. The plan was approved by the Western House of Assembly in 1950, subject to the proviso that if the Commission indicated that the distribution was inequitable, it might be altered before holding the next general election.

*The Electoral Ladder*

3. In the case of the town of Lagos, the electoral system for the Assembly was direct, though the qualifications for candidates and the election was through a simple system of electing members with the elections outside the town of Lagos. As indicated in the First Schedule to the Electoral Regulations, the electoral district was divided into a number of sub-divisions (These usually correspond with sub-divisions in the town areas). They in turn, were further divided into wards. The Officer of each Province into a number of primary divisions, which consisted of villages, quarters of towns, or some other localities. In all there were 240 Intermediate, and 3,135

*Preparations for the Elections*

4. It was known that the task of preparing the Regulations would fall entirely on the Provincial Administration.

\* Published in *Extraordinary Nigeria Gazette*, No. 33.  
† Vide Column 2 of First Schedule to the Western House of Assembly Regulations, 1951.

## APPENDIX A

# Report on the First Elections to the Western House of Assembly

## GENERAL ELECTION, 1951

### INTRODUCTION

#### *The Electoral Regulations*

The Elections to the Western House of Assembly were governed by the Western House of Assembly (Elected Members) Electoral Regulations, 1951, \* which came into force on the 28th June, 1951. These Regulations were drafted in close consultation with the Western Regional Administration and took into account the recommendations of the General Conference on the Review of the Constitution held in Ibadan in January 1950, and subsequent recommendations of the Western House of Assembly.

#### *Distribution of Seats in the House of Assembly*

2. Each of the twenty-four Divisions of the Western Region, together with the town of Lagos, was established as an electoral district. The distribution of seats † among these twenty-five districts was based on population, in so far as this was permitted by the requirement that no Division should have less than two members, and was approved by the Western House of Assembly at its meeting in December 1950, subject to the proviso that if the coming population census indicated that the distribution was inequitable changes would be made before holding the next general election.

#### *The Electoral Ladder*

3. In the case of the town of Lagos, election to the House of Assembly was direct, though the qualifications laid down for voters and candidates was the same throughout the Region. Elsewhere election was through a simple system of electoral colleges, and it is with the elections outside the town of Lagos that this Report deals. As indicated in the First Schedule to the Electoral Regulations, each electoral district was divided into a number of intermediate electoral areas. (These usually correspond with subordinate native authority areas). They in turn, were further divided by the Chief Electoral Officer of each Province into a number of primary electoral areas which consisted of villages, quarters of towns, or sometimes groups of hamlets. In all there were 240 Intermediate, and 3,135 primary electoral areas.

#### *Preparations for the Elections*

4. It was known that the task of preparing for the elections would fall entirely on the Provincial Administration. There was therefore

\* Published in *Extraordinary Nigeria Gazette*, No. 33 of 28th June, 1951.

† *Vide* Column 2 of First Schedule to the Western House of Assembly Electoral Regulations, 1951.

frequent consultation between the Secretariat and Residents, and an officer of the Secretariat toured extensively to discuss electoral arrangements with Residents and District Officers. Instructions setting out (a) "Duties of Chief Electoral Officer", (b) "Duties of Electoral Officer" and (c) "Duties of Primary Returning Officer," all based on the Electoral Regulations were prepared in and issued from the Secretariat.

#### *Senior Service Staff available*

5. Excluding the Commissioner of the Colony and Residents, who were appointed Chief Electoral Officers, there were only seventy-one Administrative Officers available in the field at the time of the elections, although it must be placed on record that they received very ready assistance, when requested, from Departmental Officers and Development Officers.

#### *The Time Table*

6. By Public Notice No. 124 of 1951,\* the Governor appointed the period 6th August to 9th September inclusive as that within which the primary elections should be held, 10th to 13th September as that within which the intermediate elections should be held, and 24th September as the date for the holding of the final elections.

7. It was only at the end of April 1951, that the Secretary of State finally approved certain proposals governing the electoral procedure for this Region. The time available for pre-election publicity was thus a bare three months.

#### *Printed Aids*

8. The Electoral Regulations themselves first appeared in an *Extraordinary Nigeria Gazette* dated 28th June, 1951, which was not in the hands of most District Officers until about 7th July. At the same time a summary of the Regulations was prepared in the Western Secretariat, printed, and issued to all officers concerned with the conduct of the elections. The Regional Public Relations Officer, for his part, in conjunction with the Secretariat, issued pamphlets on the New Constitution entitled "The Electoral Ladder", "At the Top of the Ladder" and "The Steps of the Ladder." All three pamphlets were issued in the vernacular as well as in English and were produced in very large numbers. The last-named was correctly described as "A Practical Guide to the Elections from villages to the Western House of Assembly" and thirty thousand copies of the English edition were printed and widely distributed.

#### *Use of Government Press, Ibadan, and supply of Duplicating Machines*

9. Fortunately the new Government Press at Ibadan was ready to begin operation in June, and quickly proved to be a great boon. It printed, for instance, the third of the Regional Public Relations Officer's

\* *Nigeria Gazette*, No. 36 of 12th July, 1951.

publicity pamphlets as well as all forms needed in connection with the elections, including the instructions to Returning Officers at the primary elections. Meanwhile it was ensured that every District Officer had at his disposal a Gestetner or Roneo Duplicator in good working order, with ample supplies of paper and ink to go with it.

#### *Pre-election Touring by Administrative Officers*

10. Undoubtedly the most effective explanation of the New Constitution and of the electoral arrangements was that given by Administrative Officers who toured extensively during the short period available. In many Divisions every little village was visited at least once. In others it was only possible to visit the headquarters towns of the subordinate native authorities and in those cases representatives from the outlying villages were invited to attend the publicity meetings, particularly those who were to be appointed Returning Officers. It was difficult, however, to arouse much interest in the coming elections by just one solitary visit. In parts of Ikeja Division use was made of mobile public address equipment, and films depicting elections were shown.

#### *Activities by Political Parties*

11. There was considerable pre-election activity on the part of the political parties, notably by the Action Group which started its campaign at the beginning of May. It is doubtful, however, if this activity had much effect on the results of the primary elections, for at that level people normally seemed to vote for personalities, and rarely for parties. At the primary level party politics were most in evidence in Benin and Ibadan, and then it was not a battle between the two principal national parties, but between local parties—in the case of Benin between Otu Edo and the Benin Taxpayers' Association ; in Ibadan between the Ibadan People's Party and the Ibadan Citizens Committee. Conspicuous by their absence were election posters.

### PRIMARY ELECTIONS

12. Except in the waterside area of Warri Province, where they were held on Monday, 6th August, all primary elections were held on Monday, 13th August. In most cases the traditional head of the area was the Returning Officer, though if he was illiterate he was warned beforehand to arrange for clerical assistance with the completion of his Return.

13. As stated already, there were in all 3,135 primary electoral areas in the Region. Except in Sapele and Warri Townships, Ondo Town, Badagry, Ibadan and the registration areas in Ikeja Division, where a form of secret ballot was adopted, primary elections took place at electoral meetings. Considerable publicity was given to the time and place of these meetings, but nevertheless attendance was, on the whole, poor. Less than a quarter of the elections were contested. In quite a number of cases a decision had been taken by a village at a

meeting held previous to the day appointed. In fact, in at least one case the Certificate of Result of the Primary Election was received by the Electoral Officer (the District Officer) several days before 13th August. One such Certificate reads as follows :

“ I.....hereby certify that I was the Returning Officer for the primary election appointed to be held in the primary electoral area of..... That the said primary election was held at 12 noon on the 13th August. That the following person and no other person was elected.”

Signature or Mark.....

*Returning Officer*

Witness.....

Date 30-7-51.”

14. Primary electoral meetings were held in such places as court houses, school buildings, school compounds, cinemas (Sapele and Ibadan), market places, mosques, football fields, churches, under trees, even in houses.

#### *Method of Voting*

15. Where elections were contested the issue was decided either by a show of hands (thirteen Divisions) or by asking qualified voters to line up behind the rival candidates (nine Divisions). Although the qualifications required of voters were laid down in the Regulations, they were normally only checked when an election was contested and then only at the request of one of the candidates.

16. In general the number of persons required to be elected by a primary electoral area varied from one to nine. One area in Kukuruku Division, however, was required to send forward as many as fifty-two candidates. Burutu Township had to elect forty-five persons, though in that case only twenty-five turned up at the electoral meeting, and as attendance at the meeting was one of the requisite qualifications for candidature the Township was not represented by more than that number in the intermediate college. There were thirteen Divisions in which a number of vacancies remained unfilled, though the Regulations provided that in such an event no further election was necessary. One village in Okitipupa Division, entitled to elect twenty-eight persons, elected only two, and at least one village entitled to representation produced no candidates at all.

#### *Complaints*

17. In view of the rough and ready manner in which the primary elections were conducted it is perhaps remarkable that only eleven complaints were made against the Returns, and five of these came from one small town—Ikenne, in the Ijebu Remo Division, where the President of the Action Group was to enter the intermediate electoral college by virtue of his membership of the native authority and the rival party was anxious to bring about his defeat at that level.

*Complaints in Ikenne*

18. The first complaint was that about half the supporters of the candidate declared elected were not qualified. The second was that some of the supporters of the rival candidate to the complainant were not qualified, that the complainant's name was originally written down as being duly elected but that his name was later crossed out and the other candidate's name substituted. The third was that the complainant's name was originally written down as having been duly elected, but that later his rival's name was substituted ; further that the Returning Officer had not checked the qualifications of the elected candidate's supporters. The fourth complaint was that the complainant had more voters on his side than the candidate who had been declared elected. The fifth complaint was that some of the supporters of the elected candidate were not qualified and that the Returning Officer had failed to examine the qualifications of the voters.

19. To hear these complaints the District Officer of the neighbouring Division was appointed Assistant Electoral Officer. Counsel appeared for both sides and at one time there were in all thirteen lawyers taking part. Each side called such witnesses as it desired and, in addition, the Assistant Electoral Officer required the Returning Officer concerned and his clerk to give evidence. Four full days were spent in hearing these five complaints. The fourth complaint was dismissed, but the other four were successful, fresh elections were ordered, and the original Returning Officers were replaced by Administrative Officers.

20. Undoubtedly these complaints arose on account of the intense party feeling in the town and the fact that the two rival parties were in approximately equal strength. Much of the trouble was also due to the fact that the original Returning Officers, the traditional Quarter Heads, who were appointed at the wish of the Ikenne people, were in every case old, illiterate, and quite unable to keep control of somewhat rowdy meetings.

*Other complaints*

21. Of the six complaints from other parts of the Region only one was upheld, making a total of only five complaints upheld in the whole Region out of a total of over 9,400 seats—that is approximately 0.05 per cent.

22. It should be explained that except in one or two areas in the Colony Divisions there had been no registration of voters prior to the election, so a considerable responsibility fell on the Returning Officer who had to decide during the heat of the contest whether the rival voters had the requisite qualifications.

## INTERMEDIATE ELECTIONS

23. There were a total of 240 intermediate electoral areas in the Region, thirty-six of which were in the Kukuruku Division of the



Benin Province. Details of the composition of each are given in the First Schedule to the Electoral Regulations.

*The Composition of Intermediate Electoral Colleges*

24. The intermediate electoral areas normally correspond to Native Authority areas, either superior or subordinate, though in some cases, such as in the Ijebu Province, it was found more convenient to adopt other units. The Regulations provided that the membership of each intermediate electoral college should consist of the native authority members of the area plus an equal or greater number of persons elected at the primary elections. (As it happens only thirty of the eighty elected members of the House of Assembly entered their intermediate colleges as native authority members). This provision resulted in great variation in the size of intermediate electoral colleges. The smallest, that of Iddo-Irappa District in the Ekiti Division, had a total of three members ; on the other hand, that of the Igarra-Akoko in the Kukuruku Division had a membership of 478. (In the latter case the subordinate native authority council had not yet been reorganised and had a nominal membership of 238).

25. The intermediate elections were conducted with a far greater degree of formality than the primary elections, and in all cases there was nomination followed, if necessary, by voting by secret ballot. The presiding officer was normally an Administrative Officer, but where there was a large number of intermediate units in one Division, this duty was also undertaken by Departmental Officers—in one case by a sociologist working in the area.

26. The period fixed for the holding of the intermediate elections was 10th to 13th September, inclusive, and as far as possible elections were held in one of the first two days of that period. In the case of Benin Division it was necessary for the Governor to postpone the holding of the elections until December owing to the state of political unrest which was prevailing in the area at the time. They were subsequently held towards the end of November.

*Plural Voting*

27. As indicated in Column 6 of the First Schedule to the Electoral Regulations, some intermediate colleges were required to elect very large numbers of representatives to go forward to the final college. Ibadan, for instance, had to elect eighty-five. That this, in the event, caused so little confusion is a tribute to the skill with which the presiding officers organised and conducted the elections. In this respect it is perhaps fortunate that party politics played so prominent a part in some intermediate elections, resulting in members bringing with them into the polling booth a list of the names of candidates approved by their parties.

28. The tendency in many intermediate elections was to underestimate the time needed by a voter to complete his ballot paper. The Ibadan Town intermediate college, for instance, had a membership of 174, and, as stated above, had to elect eighty-five persons to go forward

to the final college. Six polling booths, each with a senior service officer in charge, had been set up in the hall where the meeting took place, but it was soon realised that this number had to be increased and at least twenty extra booths were hastily improvised. Several literate voters took at least an hour to record their eighty-five votes, even with the aid of party lists, and one of them actually took well over two hours. It was much quicker in the case of illiterates, or semi-illiterates, who asked the polling officer to help them with the recording of their votes. They handed him their party list, he read it over to them for confirmation, and then marked the ballot paper accordingly.

### *Nomination*

29. The Regulations provided that nomination of candidates for election to the final college should take place at the commencement of the meeting of the intermediate electoral college after the presiding officer had satisfied himself that only duly qualified persons were present. Every candidate for nomination had to be nominated orally by two members of the college and he had to express his willingness to stand. The usual practice was to record nominations on a black-board, and it was laid down in the Regulations that at least half an hour had to be allowed for the period of nomination. Thereafter, if an election was necessary the chairman adjourned the meeting to make the necessary preparation for the holding of the election. In the case of Ibadan Town, Ikale District (Okitipupa Division), Southern Oyo District, and Warri Town it had to be arranged for nominations to be on one day and elections the next. Elsewhere it was possible, with a short break, to complete the process of nomination and election on the one day.

### *Ballot Papers*

30. The ballot paper took different forms and was normally either printed or cyclostyled. Sometimes lists of all the members of the college had been prepared beforehand and before being issued as voting papers the names of those not nominated were scored out. Where the number nominated was small, it was usually possible to prepare ballot papers during the adjournment. There was of course no difficulty about this where the meeting had been adjourned until next day.

31. In parts of the Okitipupa, Ekiti, Epe, Ijebu, Western Ijaw, Warri, Asaba, Ikeja, Ijebu Remo and Ishan Divisions it was found possible for one officer to preside over two intermediate elections on one day, but this was the exception rather than the rule.

32. There was great variation in size of the intermediate electoral areas and in some of them certain members found it necessary to spend a night or two away from home.

### *Assistance to Illiterate Voters*

33. There had been a certain amount of criticism before the elections took place about the arrangements which were being made for the recording of votes by illiterates. It had been decided that when

he had asked for assistance an illiterate should whisper the names of the persons for whom he wanted to vote to the polling officer and that the latter should then, in the absence of witnesses, mark this ballot paper for him. In the event this arrangement proved to be entirely satisfactory and gave rise to no complaints.

### *Popularity of Secret Ballot*

34. The general impression is that the secret ballot at the intermediate level was very popular. Voters were undoubtedly assisted by the party lists.

### *Need for Reform*

35. If intermediate electoral colleges are to be retained it is strongly recommended that if possible the present great variation in their size should be reduced and that the number to be elected by each should be small. This may well necessitate a reduction in the size of the final electoral colleges, but that need not necessarily be a bad thing. A suggestion that the Regulations should be amended so that nominations to the final college take place two or three days before the day fixed for the election has widespread support among officers responsible for conducting the 1951 elections. Apart from allowing more time for the preparation of ballot papers, it would enable Electoral Officers to concentrate their staff on those areas where elections were to be contested.

## FINAL ELECTIONS

36. Except in the Benin Division and in Lagos, the final elections took place throughout the Region on 24th September. Those in Benin were held on 6th December and in Lagos on 20th November.

37. The conduct of the final election was a relatively simple affair. Nomination had closed five days before election day, and proper ballot papers had been prepared, in several cases printed.

38. In most cases the election was all over in under three hours. The Electoral Officer, Ife Division, conducted his election without senior service assistance (the college had only fifty-three members); elsewhere Electoral Officers had anything up to seven senior officers to help them. Similarly the number of polling booths varied from one, in the case of Ife, to six in Ibadan.

39. There was still a fair degree of illiteracy amongst the members of the college—an average of 40 per cent, ranging from an estimated two per cent in the case of the Oshun Division to 85 per cent in the case of Epe. As for the intermediate elections illiterate voters whispered their votes to the Polling Officer.

### *All Elections Contested*

40. All Elections were contested, and considering that party politics played their part very prominently at this level there was a remarkably large number of candidates for the seventy-five places

available to the Divisions outside Lagos. There were 201 candidates in all, fifty-one of whom forfeited their £25 deposits by obtaining votes equivalent in number to less than one-sixth of the number of members of the college present at the electoral meeting.

41. A printed Certificate of Election, signed by the Electoral Officer, was subsequently issued to each successful candidate. The intention is that in future such letters should be issued before the electoral college disperses. These certificates are of value as a means of introducing new members to the officers of the House of Assembly.

#### *No Petitions*

42. Not a single petition has been lodged regarding the conduct of an intermediate or a final election.

#### EXPENDITURE ON THE ELECTION

43. Apart from the cost of certain printing undertaken by the Government Press, Ibadan, the sum of £750 was sufficient to cover all expenses in connection with the election—the making of approximately 250 ballot boxes, the purchase of padlocks for the boxes, screens, and six Roneo Duplicators for issue to Divisions which had no duplicating machinery.

44. Except in the Colony Divisions no travelling or attendance allowances were paid in respect of the intermediate and final elections.

#### KEEPING ORDER AT MEETINGS

##### *Use of Police and Court Messengers*

45. At the primary elections there were usually no police present at all—sometimes a single constable or a court messenger. Except at the intermediate election for Ibadan Town, when a total of sixty police were on duty rarely more than six police were present at any intermediate election, and sometimes none at all. This was also true of the final elections.

46. There were practically no cases of misconduct at any level. A member misbehaved at an intermediate election in Okitipupa Division and was ejected, as were five non-members of the college who had entered the meeting place. There was a certain amount of shouting and mild brawling in Ikenne (Ijebu Remo Division)—*vide* paragraph 17 above. There were also numerous cases of hooliganism in the Benin Division, but nothing serious.

#### ELECTION OFFENCES

47. Three charges of rendering false returns were made against Returning Officers at primary elections in Ikenne by the leader of one of the political parties, but the cases were struck out by the magistrate owing to the non-appearance of the complainants. Otherwise, there were no complaints of election offences at any level.

## APPENDIX B

## Elections in Northern Nigeria\*

by C. R. NIVEN, M.C.

IN some of the Provinces the elections were simple, though they were of course quite novel and people had never voted before. They were held amongst people of the same type, of the same language, of the same religion, and of the same culture. But here in the Plateau Province of Nigeria the position is far different. Here we have a great variety of tribes, of languages and extremes of culture. Conditions vary. There are big villages nestling high up in the escarpment, sprawling villages minutely sub-divided by cactus hedges, hamlets and indeed individual farm compounds scattered across the open plains.

The people too alternate from the Muslim mine worker and southern artisan to the stark "pagan," as wild a figure as you can see anywhere.

A quarter of a million of such electors chose rather more than 7,000 representatives in the first stage of the elections. It was not possible, owing to the way in which village units were made up, to go straight to the next step of the pyramid and so in some places a bye had to be played in the line of Electoral Colleges. This reduced the number on the next general level of the elections to about 5,000. These 5,000 "District" College members elected 500 to the Divisional level. There are five Divisions in the Province, with populations ranging from Jos and Pankshin Divisions with round about 185,000 to Jemaa with 50,000. The calculations for the electorate were made entirely by population and the membership of the Divisional colleges varied accordingly. This 500 produced 54 to go to the Provincial College at Jos. Of these the largest number was 19 from one Division and the smallest 4. The Provincial College was strengthened by the addition of ten per cent of its total (i.e. 6 men) selected by the N.A.'s in the Province. I presided over the meetings of this body, which had to select five men to go through to Kaduna, to the House of Assembly.

The position was further complicated since there are three towns in this Province where the population is definitely advanced and sophisticated. These three were divided into thirty-odd Registration Areas, in which voters were required to register and in which individual polling took place. This polling has now received the name in the country of the "whispering vote," because electors told the Returning Officer privately the names of the people they wished to vote for. But, as it was laid down that individual votes would be cast in Registration Areas and as quite large numbers of people were elected in each and as a large proportion of voters were illiterate, it was easier to do it this way.

The ordinary village primaries were public meetings of the electors whose voting was by show of hands or other visible means or sometimes by acclamation or, in some cases, rendered unnecessary by lack of competition.

\* Reprinted from *Corona*, May 1952, by courtesy of the Editor.

In the towns there was a considerable degree of elect at first. In some places about 60 per cent of the elect as time went on this enthusiasm waned, and the fin much smaller than we thought it would be. Ther political party, the N.C.N.C., at work in the are worked very hard and very fairly and they were al number of their candidates returned. Most of the defeated in the later colleges. Groups of Registratio counted as Districts, and so returned members Colleges. There were no politics outside the town

At the final college the proceedings were extreme The first thing I did was to call the roll of those er Each man got up and turned round so that all the He explained who he was and what he did. One enterprising pointed out physical peculiarities—the big moustache": "I am the little man": glasses." It must not be forgotten, of course, t people from each Division strangers to each o Divisional Representatives were strangers to t they came.

They were then given a day to get to know following morning the whole College gathered Room. This time I asked for nominations. their feet and started shouting names, the only them row by row. After only four rows I ha this out but more names were suggested. nominations out of 60 people. I said that t so they kindly nominated the last three.

In the afternoon they met again to vote f these nominations. Each man was given a li by one they came into a little room and put c wished to elect: they then put the paper into four of them could not write and I put their all were finished the ballot box was opened votes were counted—very exciting it was, t that good sense had arranged a reasonabl Province, though it was spoilt to some exten ably where the voter had voted for himself success. The result could scarcely have bee had one representative each and one had tw bad luck that the fifth Division only got achieving it. The highest number of votes then there were three N.A. Officials, a Land and a Dispensary Attendant, and the fifth w Political Society.

These five men have been sworn in as r Assembly at Kaduna. Their first duty was t of 40 men from the House to join with 40 together forming the Joint Council. The

In the towns there was a considerable degree of electoral enthusiasm at first. In some places about 60 per cent of the electors *registered* but as time went on this enthusiasm waned, and the final vote was very much smaller than we thought it would be. There was only one political party, the N.C.N.C., at work in the area. Its members worked very hard and very fairly and they were able to get a large number of their candidates returned. Most of them, however, were defeated in the later colleges. Groups of Registration Areas, of course, counted as Districts, and so returned members to the Divisional Colleges. There were no politics outside the towns.

At the final college the proceedings were extremely good humoured. The first thing I did was to call the roll of those entitled to be present. Each man got up and turned round so that all the others could see him. He explained who he was and what he did. One or two of the more enterprising pointed out physical peculiarities—"I am the man with the big moustache": "I am the little man": "I am the man with glasses." It must not be forgotten, of course, that not only were the people from each Division strangers to each other but many of the Divisional Representatives were strangers to the people with whom they came.

They were then given a day to get to know each other and on the following morning the whole College gathered again in the Reading Room. This time I asked for nominations. As everyone jumped to their feet and started shouting names, the only thing to do was to take them row by row. After only four rows I had 27 names. I pointed this out but more names were suggested. In the end we had 57 nominations out of 60 people. I said that this was rather invidious so they kindly nominated the last three.

In the afternoon they met again to vote for five names out of all these nominations. Each man was given a list of all the names. One by one they came into a little room and put crosses against those they wished to elect: they then put the paper into a sealed box. Three or four of them could not write and I put their crosses for them. When all were finished the ballot box was opened before them all and the votes were counted—very exciting it was, too. There was evidence that good sense had arranged a reasonable representation for the Province, though it was spoilt to some extent by odd votes—presumably where the voter had voted for himself, without any chance of success. The result could scarcely have been better, three Divisions had one representative each and one had two representatives: it was bad luck that the fifth Division only got close to success without achieving it. The highest number of votes fell to a Mission Pastor, then there were three N.A. Officials, a Lands Ranger, a Chief Scribe and a Dispensary Attendant, and the fifth was the paid Secretary of a Political Society.

These five men have been sworn in as members of the House of Assembly at Kaduna. Their first duty was to take part in the election of 40 men from the House to join with 40 from the House of Chiefs, together forming the Joint Council. The duty of this body was to

choose 68 Northern Representatives to go to Lagos to take their places on the House of Representatives. The Constitution ordained that one Chief and one member of the House of Assembly should be selected to go to Lagos for each Province. With twelve Provinces this made 24 representatives. The remaining 44 could be chosen at random from the membership of the two Houses. It is interesting that the final result gave a very fair distribution of seats over the north ; almost every Division got in.

It has been said that the Northern Representatives are of a conservative type. This is true in general but, in fact, their conservatism covers a wide range. There are among them men of good intelligence, progressive within definite bounds. Some have much N.A. experience but lack practical knowledge of the world beyond their boundaries. Others, of course, are rooted in the past : others have a cloudy Utopia shimmering before their eyes. Most of them have ability and a tendency to regard problems in the round with a clear and lucid mind. They are not easily swayed and all are suspicious of strange doctrines and dogmas. It has been a shock for some of them to leave their little jobs for this highly paid publicity—they get £400 a year.

The sittings of the House of Assembly have been marked by those characteristics. The Debate on the Budget for next year has, all the way through, shown certain members as being men of enquiring dispositions, tenacious and fearless in debate. Some are carried away by their own eloquence but even the most excitable have produced able and intelligent speeches on some subjects.

Some do not appear readily to trust an official reply. There are also those who are prepared to take for gospel truth any official statement which is made to them. There are those also who merely sit still and say nothing, but during the ten days debate less than ten per cent were entirely silent.

On the whole the House is very much like other representative bodies and is influenced by the same motives. They are lucky in having a beautiful new building of a design and finish unusual in Colonial architecture. Groups of domes give its whiteness a charming appearance : within, there are acoustic tiles, which make speaking a pleasure, set off by fine local panelling.

## APPENDIX C

### Statement of Revenue and Expenditure 1943-51

(Excluding Colonial Development and Welfare)

	1943-44	1944-45	1945-46	1946-47
	£	£	£	£
Ordinary Revenue	10,693,984	11,022,221	12,760,958	13,864,879
Ordinary Expenditure	8,431,777	8,999,219	9,576,783	11,263,265

	1947-48	1948-49	1949-50	1950-51
	£	£	£	£
Ordinary Revenue	17,442,691	22,000,513	28,472,560	30,522,781
Ordinary Expenditure	16,032,038	22,992,573	25,215,393*	27,018,170*

\* Includes allocations to the Regions of some £7½ million in 1949-50 and £9½ million in 1950-51.

## APPENDIX D

### RECEIPTS FROM CUSTOMS AND EXCISE AND DIRECT TAXATION 1943-51

	1943-44	1944-45	1945-46	1946-47
	£	£	£	£
Customs and Excise	4,897,411	5,242,430	5,664,008	7,094,527
Direct Taxes	2,382,743	2,205,385	3,319,830	2,469,216

	1947-48	1948-49	1949-50	1950-51
	£	£	£	£
Customs and Excise	9,129,232	12,622,677	17,195,312	18,161,131
Direct Taxes	3,748,337	3,776,843	4,830,448	5,343,959



## APPENDIX E

## STATEMENT OF DEPARTMENTAL EXPENDITURE 1943-51

	1943-44	1944-45	1945-46	1946-47	1947-48	1948-49	1949-50	1950-51*
	£	£	£	£	£	£	£	£
Agriculture . . . . .	278,173	323,864	339,501	371,861	517,721	564,661	404,058	502,360
Education . . . . .	481,226	485,113	615,663	861,135	1,390,700	1,821,373	2,080,621	2,446,917
Forestry . . . . .	105,401	94,709	105,960	131,369	148,373	144,442	143,191	180,512
Land Survey † . . . . .	63,767	96,324	79,094	129,414	{ 171,219 80,384 }	{ 95,533 110,751 }	{ 198,327 126,734 }	{ 163,255 173,652 }
Medical (including Sleeping Sickness) . . . . .	642,131	676,636	732,203	846,519	1,142,813	1,364,223	1,469,280	1,745,879
Public Works (including Recurrent Maintenance Works and Services) . . . . .	854,005	754,099	1,078,065	1,294,707	1,675,909	3,355,507	3,581,105	3,635,762

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Accounts were regionalised in 1948-49 and figures from that year onwards include regional expenditure. These figures do not include expenditure under the Development Plan.

\* Provisional figures.

† Two departments since 1947-48.

## APPENDIX F

## University College, Ibadan

ADDRESS BY THE PRINCIPAL AT THE F  
OF THE ACADEMIC BOARD, SESSION

I wish to tell you of certain recent developments in important matters which will arise during the coming year. I hope to keep you fully informed, so that you can take matters of College policy against a proper background.

*Administrative Appointments and Resignations.* First of all I give a warm welcome to our new Registrar and his wife, Mr. and Mrs. Husband, T.D., B.Com. (Dunelm), A.C.I.S. I know that you all will do your best to help him in his new work.

Since our last meeting, Sir Sydney Phillipson has been acting as Chairman of the Council of the College. The work associated with him in this period have been most commendable and strenuous way in which he has tackled his duties, with tact and wisdom with which he has handled all situations. He will pay several visits to the College during this session. At the visits, a separate house will be provided for him. We shall have the Academic Board Dinner to Sir Sydney's honour on Foundation Day.

We all regret that our Vice-Principal, Professor J. B. N. submitted his resignation from the College following the completion of his term as Principal of the Kumasi College of Technology. He will remain with us for this term, and we hope to hear from him during the remainder of the session. On your behalf, to offer him our congratulations on his appointment, and our thanks for all he has done during the period he has been at Ibadan. I personally would like to say how much I appreciate all he has done to the College administration generally.

*Glasgow Visit, Vacation Activities.* In June, the Principal attended the 500th Anniversary Celebrations of the University of Glasgow as your representative, and of delivering a paper fully engrossed on vellum in English, Ibo, Hausa, Yoruba, and contained in a scroll of Nigeria leather.

As you know, College history was made when the Principal came to Ibadan but in London in June. On this occasion, the honour of entertaining the Secretary of State for Education, Mrs. Griffiths to dinner, and of presenting the

*Conduct of College Business.* In the coming year, the Principal, the Chairman of Council, the Registrar and

## APPENDIX F

### University College, Ibadan

#### ADDRESS BY THE PRINCIPAL AT THE FIRST MEETING OF THE ACADEMIC BOARD, SESSION 1951-52

I wish to tell you of certain recent developments in the College, and of important matters which will arise during the coming session. In this way I hope to keep you fully informed, so that later we may discuss matters of College policy against a proper background.

*Administrative Appointments and Resignations.* First, on your behalf, I give a warm welcome to our new Registrar and Secretary, Mr. W. A. Husband, T.D., B.Com. (Dunelm), A.C.I.S. I know I can assure him that you all will do your best to help him in his important and difficult work.

Since our last meeting, Sir Sydney Phillipson has taken up his duties as Chairman of the Council of the College. Those who have been associated with him in this period have been most impressed by the strenuous way in which he has tackled his duties, and with the patience, tact and wisdom with which he has handled all situations. Sir Sydney will pay several visits to the College during this year, and during these visits, a separate house will be provided for him. It is proposed that the Academic Board Dinner to Sir Sydney should take place on Foundation Day.

We all regret that our Vice-Principal, Professor J. P. Andrews, has submitted his resignation from the College following his appointment as Principal of the Kumasi College of Technology in the Gold Coast. He will remain with us for this term, and we hope to have further visits from him during the remainder of the session. I am sure you wish me, on your behalf, to offer him our congratulations on this important appointment, and our thanks for all he has done for this College during the period he has been at Ibadan. I personally would like to say how much I appreciate all he has done to help me, and to help the administration generally.

*Glasgow Visit, Vacation Activities.* In June I had the honour of attending the 500th Anniversary Celebrations of the University of Glasgow as your representative, and of delivering our address, beautifully engrossed on vellum in English, Ibo, Hausa and Yoruba and contained in a scroll of Nigeria leather.

As you know, College history was made when the Council met, not at Ibadan but in London in June. On this occasion my wife and I had the honour of entertaining the Secretary of State for the Colonies and Mrs. Griffiths to dinner, and of presenting the Council to them.

*Conduct of College Business.* In the coming year it is the intention of the Chairman of Council, the Registrar and myself, to do all that is

possible to make the administration of the College work smoothly, in order that the academic work of the College can be carried out to the best effect. I am sure that all members of the Board will give us their help and support, and will remember that we are working for the advancement of the whole College and not of any section of it.

We are all aware that we have not yet, in the Academic Board and elsewhere, evolved an efficient system which allows proper discussion and consideration of important problems without undue delays. I do not wish anything to be done to curtail informed discussion, but at some of our prolonged meetings lack of time and lateness of the hour result in important topics low down on the agenda being dealt with too hurriedly. I intend that, except in cases of emergency, no new matter be introduced before this Academic Board without proper documentation, and if possible only after prior consideration by a sub-committee. This should ensure that important matters are properly considered, and our discussions are more likely to be fruitful. We must evolve a proper balance, where necessary matters are fully discussed, but without overburdening ourselves with too much time-consuming committee work. I hope that we will discontinue our practice of adopting wholesale the minutes of faculties and other committees. Most faculty business which is the concern of the Academic Board should reach the Board in the form of concrete resolutions, and the minutes should, in my opinion, simply be tabled and received.

*Finance.* Last session this Academic Board was gravely concerned with the financial position of the College. Methods of providing adequate funds for future years are being considered by the Council and the Government. In the meantime the Nigerian Government has made a special grant to wipe out our accumulated deficit as estimated up to the end of this financial year. This generous action places a heavy responsibility on us all, and we must ensure that our future plans cannot be represented as extravagant and wasteful. We must also make sure that all estimates, departmental and otherwise, are not under any circumstances exceeded.

*Visitation by the Inter-University Council.* Though a cautious financial policy is necessary, the College must continue to develop, and we are fortunate in that the best possible advice will be available to us to help to direct our course. On the invitation of the Council, the Inter-University Council for Higher Education in the Colonies is arranging a Visitation which we expect will occur in December or January next. The Visitation will comprise three members of Vice-Chancellor or similar status, and we hope will be accompanied by Mr. Walter Adams. They will spend about ten days in Ibadan, and their report should enable us to prepare a blueprint for the next few years, much in the way universities in Britain make use of the help and advice from the University Grants Committee Visitations each quinquennium. Before the Visitation we have a great deal of work to do, preparing documentation and discussing plans. The Board must decide how best to give

effect to this. We must all play our part in giving a favourable impression, not by trying to conceal our disappointments (they will be shrewd enough to find out for themselves) but by showing what we have accomplished. I believe that we are engaged in a worthwhile work. Carr-Saunders, Director of the London School of Economics, man of the University of London Senate Commission in the Colonies and Chairman of the Inter-University Council will also be visiting us in November, and will, I hope, be with us for the Visitation.

*College Constitution.* The draft of the new Constitution has been circulated to the Board, and comments have been received from some members. These, and recommendations from the University Council and others, are being collated and will be presented shortly to the Board.

This Board is the sovereign body in all academic matters. Its position must not suffer encroachment from any other body. We will be able to make junior lecturers and other staff feel that they have a part to play in the government of the College.

*Staff Conditions and Recruitment.* Our Chairman has asked me to review the contracts of service within the College, and to consider the possibility of imposing new conditions on members, to remove some of the anomalies. We have already drawn his attention to the lack of normal security which is a feature of most university contracts not included in Ibadan contracts because of the fact that these originate from Colonial Office procedures, and other difficulties which may sometimes cause a contract to be eliminated.

The Inter-University Council recently broached the question of our annual overseas leave, and the College has asked the Chairman and myself to consider it. There are two main points: first the expense of annual leave (passages and board), and secondly the undesirability of a staff which is virtually closed for several months during the year. It has been noted that this College is far from being a good example of a system of "staggering" leave with advantage. We must make more strict regulations about the length of leave absent from Ibadan. The College administration departments already try to avoid any period of inactivity; functioning; next year I hope that increased staff here in Ibadan and our London office both will be working through the vacation. I shall insist that the question of annual leave it will be understood that it must be honoured to the full, but with that in mind, consider any suggestions for the possible improvement of the system.

Departments in all Faculties have outstanding work.

effect to this. We must all play our part in giving the visitation a favourable impression, not by trying to conceal our difficulties and disappointments (they will be shrewd enough to see these for themselves) but by showing what we have accomplished, and that we believe that we are engaged in a worthwhile task. Sir Alexander Carr-Saunders, Director of the London School of Economics, Chairman of the University of London Senate Committee on Higher Education in the Colonies and Chairman of the Inter-University Council, will also be visiting us in November, and will, I hope, help to prepare us for the Visitation.

*College Constitution.* The draft of the new College constitution has been circulated to the Board, and comments have been received from some members. These, and recommendations from the Inter-University Council and others, are being collated, and will be reported shortly to the Board.

This Board is the sovereign body in all academic matters, and its position must not suffer encroachment from any direction, but I hope we will be able to make junior lecturers and other members of staff feel that they have a part to play in the government of the College.

*Staff Conditions and Recruitment.* Our Chairman has undertaken to review the contracts of service within the College, not with the intention of imposing new conditions on members, but to remove existing anomalies. We have already drawn his attention to the fact that the normal security which is a feature of most university appointments is not included in Ibadan contracts because of the historical accident that these originate from Colonial Office procedure. It is hoped that this and other difficulties which may sometimes cause feelings of insecurity may be eliminated.

The Inter-University Council recently brought up the question of our annual overseas leave, and the College Council has invited the Chairman and myself to consider it. There are two points at issue, first the expense of annual leave (passages add over 10 per cent to our budget), and secondly the undesirability of academic institutions being virtually closed for several months during the long vacation. It has been noted that this College is far from dormant during the long vacation, but I think we could in some departments improve our system of "staggering" leave with advantage, and I am sure that we must make more strict regulations about the dates when staff may be absent from Ibadan. The College administration and the clinical departments already try to avoid any periods when they are not fully functioning; next year I hope that increased staff will allow the office here in Ibadan and our London office both to work efficiently right through the vacation. I shall insist that in any discussions of this question of annual leave it will be understood that existing contract must be honoured to the full, but with that proviso I think we should consider any suggestions for the possible improvement of the College.

Departments in all Faculties have outstanding staffing difficulties.

These are not, I hope, insuperable, but we must overhaul our mechanism for selection and appointment. We have always received much help from the Inter-University Council and the University of London, but I hope to work out with the Registrar a system whereby effect can be given to our wishes more expeditiously than has been the case in this Long Vacation. I think that in the case of probationary appointments of assistant lecturers, more discretion should be given to heads of departments. For other appointments I think that the Board should delegate its powers to selection committees appointed for each vacancy a system which works well in our sister university colleges. The system agreed for Chairs, in which a joint committee of Council and Board is set up, seems satisfactory. Incidentally such a committee for the Chair of Physics must be set up shortly. We must also make sure that our conditions of service are always such as to attract suitable candidates.

*Problems of Clinical Teaching.* Last year we were all aware of the difficulties of the Faculty of Medicine, in particular that facilities for clinical teaching of a kind acceptable to the University of London were not available in Nigeria. The twelve students who had started their clinical course have been sent to London to complete it; we are greatly indebted to the University of London and its twelve medical schools for helping us so greatly by admitting these students. This College is now faced with the task of seeing that a similar situation does not recur.

The Academic Board will wish to be kept fully informed of the progress of the Medical School. They should know that there are still serious deficiencies in the staff of the preclinical and clinical departments. In order, among other things, to improve recruiting, the Council at its meeting in June gave full effect as from October 1st 1951 to the salary scales for preclinical and clinical medical appointments, which were recommended by this Board in November 1950.

I believe that every effort is being made to improve the facilities for clinical teaching. You know that the Nigerian Government has provided the sum of £1,500,000 to build the teaching hospital, the planning of which is proceeding, and the timetable proposes that this should be functioning in part before October 1953. An ad hoc Committee of the University of London is advising on all problems concerning the hospital, and I hope that we will nominate a representative of our Faculty of Medicine to represent us on that committee. You will receive from time to time progress reports from the committee of the Academic Board set up to consider problems relating to the hospitals. I hope that the Board will give the fullest consideration to those problems which actively concern it, and that we will use our influence to see that those questions regarding the hospitals which are not strictly our concern but which are nevertheless of such importance are dealt with efficiently by the proper authorities. There will be in November an informal visit by Dr. T. C. Hunt, and we look forward to receiving his advice on our many problems and difficulties.

*Building Programme.* Our permanent buildings on the new site are making good progress, and the Architects expect that the first Hall of Residence will be completed by January 1952, and by June 1952 all buildings except the Library and Assembly Hall should be erected. We must therefore consider how our move to the new site can best be made most smoothly.

*Examinations.* Some disappointment has been expressed with the results of this year's Degree and Intermediate examinations, though some press comments on the number of failures were greatly exaggerated. It is gratifying that the examiners in London have, nevertheless, commented on the high standard of instruction even in subjects where the results seem least satisfactory. In future years I hope that we will agree to adopt the suggestions of the University of London regarding the marking of papers, and the holding of College Examiners' meetings before sending the scripts to London. I think that, without any lowering of standards, careful consideration within the College of certain candidates, taking an overall picture of their performance, may give more satisfactory results.

While not wishing to criticise the work of the Entrance Board (which had not started to function—when most of this year's candidates were admitted), I am not sure that we have as yet solved the difficult question of how best to select our students, in particular how to distinguish between the potentially good students from the poor school and the fundamentally indifferent individual with a better grounding. We know that it is a mistake to make entry too easy, so that we admit students unable to profit from the course, but British universities have given places to students whom we have refused, so the matter does need some study. I shall ask the Academic Board to set up a special committee to analyse all the data now available, to see whether the situation can be improved. I may mention in passing that two Colonial university colleges select their students simply on the results of the Cambridge School Certificate Examination, and do not think that a further special examination is worth the trouble it entails.

We are considering later problems which arise due to the introduction of Higher School Certificate courses in some schools; incidentally we have in the past officially encouraged this development, so must be careful to avoid any decision which will cause confusion in Nigeria. We should remember that no university degree course should be less than three years, so even if Higher School Certificate exempts students from our Intermediate Examination, it may be necessary to evolve a new type of degree course of suitable duration. I think we should consider such new courses, including the place of Special Honours and the desirability of "General" courses with different levels of achievement in the different subjects. Knowing how long it may take to obtain sanction for a new syllabus, consideration of these problems cannot begin too soon.

*Student Welfare.* Finally, I hope that this year plans can be made to

improve the welfare and education, in the widest sense, of our students. It is felt in Britain that the "Redbrick" universities, including in this group London, have failed to a great extent in their obligations to their undergraduates, and that they are becoming little more than degree-granting cram shops. Even the older residential universities are becoming increasingly aware of their growing deficiencies. In Nigeria we have a greater responsibility than ever for our students, and the knowledge that our efforts are likely to be amply rewarded. The time has come for us, and for the undergraduates, to consider a fundamental revision of the constitution of the Students' Union. I believe that our Halls of Residence Committee, which has a membership of both staff and students, may do something to put us on the right lines, but this is only one approach to a fundamentally important subject. I hope that we will all come to feel that we, the Senior Members of this University College, have responsibilities not only as teachers and as research workers, but that we must do everything in our power to guide and nourish those who are *in statu pupilarii*.

## APPENDIX G

### Sport in Nigeria, 1951

by J. R. BUNTING

(Chairman, Amateur Athletic Association of Nigeria)

The past year has been one of progress and consolidation in every branch of sport in the country, and several Associations can look back with pleasure on the best year in their history.

By the end of 1951 it was certain that Nigeria would be breaking new ground by taking part in the XVth Olympiad at Helsinki in the following July. The Nigeria Olympic and British Empire Games Association, formed a little over a year ago, was recognised by the International Olympic Committee, and an appeal launched by our Patron, His Excellency the Governor, was very well received. A target of £4,000 was set, and soon after the end of the year this amount was over-subscribed. It is pleasing to record that donations came in from all over the country, and that this appeal, unlike others made in the past, was supported more by individuals and clubs than by large firms and commercial houses.

The decision to send a team of athletes to Helsinki followed a most successful year in athletics, highlighted by the visit of the famous West Indian athletes, Arthur Wint and MacDonald Bailey. Their performances on the track, and their generous help to athletes, under graduates, and schoolboys in their spare moments raised tremendous enthusiasm. The full effect of their visit cannot be estimated, but the immediate result was a record number of athletes qualifying for the All Nigeria Championships, and the setting up of ten new Nigerian records and eight new Nigerian native records, some of which will bear comparison with the best performances yet produced in countries with longer athletic traditions. The Association's membership has also grown, and there are now 74 affiliated clubs.

Significant, too, was the enterprise behind the formation of the Women's Amateur Athletic Association of Nigeria, which held a highly successful and well-attended first meeting in Lagos.

In December there was a welcome prelude to the Olympic year when, with the generous help of the British Council, Mr. J. A. Jeffrey, the O.U.A.C. coach, came out for several weeks on a most helpful visit.

The Nigeria Football Association, with 28 member associations representing some 600 clubs, had an excellent season. Competitions were organised all over the country, and a record gate of nearly 10,000 saw the Railway (Lagos) side defeat the Plateau XI by 3-2 in the Governor's Cup final. The Aba and Benin XI's won the other provincial championships. In the off-season, considerable improvements in lay-out and accommodation were made to the King George Vth Stadium at Lagos which will now hold over 15,000 spectators.



Since the formation of the internationally recognised Nigeria Hockey Federation, the popularity of hockey has been increasing steadily. In the League, Barclays Bank led with King's College as runners-up, whilst King's College defeated H.Q.N.D. in the final of the knock-out tournament. There are now 17 teams in Lagos, and the game is being played fairly regularly in centres as far apart as Umuahia, Kano, Ibadab and Calabar. A sufficiently high standard has been reached for the Federation to consider planning a visit to the London area and Holland in 1953.

Cricket has, of course, been long established here, and is played on matting. The usual inter-colonial matches took place with Nigeria victorious in both games against the Gold Coast, whilst the Elmore Cup Competition, with which the season closes, again provided several entertainingly close games before the Dyaks XI triumphed. A significant development during the year was the formation of a Cricket Board of Control.

Tennis thrives, and there were good entries for the usual Grass and Hard Court Championships in which the women of Nigeria are now beginning to take part.

Polo, too, continues to have its keen devotees, particularly in Lagos and in the North.

Throughout the country the increasing popularity of sport is reflected in the building of sports arenas and the planning for similar facilities where they do not already exist. In Lagos in particular a stadium is under construction which, when complete, will enable Nigeria to hold international games on a large scale. There is little doubt that in all the major games the time is rapidly approaching when the country will be able to welcome more teams from elsewhere in Africa and further afield, and provide the visitors with good keen sporting competition.

Nineteen hundred and fifty-one, then, has been an excellent year, but the best is yet to come. There is undoubtedly much undiscovered talent here, and in 1952 this report will most certainly record further discoveries, fresh enterprise, and more progress in Nigera's advance in the world of sport.

# APPENDIX H

## Colonial Development and Welfare Schemes, 1951

No.	Title	Total Estimate 1951	C.D. & W. Allocation 1951	Comments
		£	£	
D 1751	Agriculture	681,228	536,540	75% C.D. & W.
1752	Building Staff and Plant	179,670	133,500	75% "
1753	Development Officers	94,340	94,340	100% "
1754	Education General	730,600	356,602	75% "
1755	Education Technical	527,568	395,675	75% "
1756	Forestry	95,172	70,367	75% "
1757	Leprosy Control	347,870	184,974	75% "
1758	Medical and Health	1,139,744	698,250	75% "
1759	Rural Training Centre	25,588	19,191	75% "
1760	Textiles	42,583	29,525	75% "
1761	Veterinary	117,334	116,934	100% "
1762	Rural Water Supplies	538,580	492,736	90% "
—	Fisheries	34,470	—	Approval of Secretary of State to revised scheme awaited.
				Total cost for 1950-52 met by Nigeria.
D 484A	Geological Survey	95,280	25,000	C.D. & W. grant amounted to maximum of £25,000 per annum.
1191	Geological Survey (American Geologists)	5,840	5,840	
1174	Meteorological Service	26,900	26,900	C.D. & W. allocation is made from a total free grant of £67,400 for developing the Meteorological Services of Nigeria.
1381	Nigerian College of Arts Science and Technology	404,242	232,000	C.D. & W. allocation is part of a total capital reimbursement of £190,000.
	Community Development	97,000		The unnumbered Schemes which follow are financed wholly by Nigerian revenue.
	Launch Service	10,000		
	Marine (Staff)	30,670		
	Preliminary Investigations	10,000		
	Social Welfare	72,835		
	Major Industrial Projects	100,000		

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APPENDIX H *continued*

No.	Title	Total Estimate 1951	C.D. & W. Allocation 1951	Comments
		£	£	
	University College, Ibadan—Teaching Hospital . . . . .	75,770		
	Yellow Fever and Small- pox Vaccine produc- tion . . . . .	24,903		
	Electricity . . . . .	900,000		
	Marine (excluding Staff)	126,700		
	Telecommunications . .	349,000		
	Urban Water Supplies . .	468,370		
		2,000,000		
	Major Extensions to National Communica- tions—Bornu Pro- vince Roads . . . . .	841,400		
	<i>Research Schemes</i>			
R 109	Physiological Research . .	10,315	10,315	
224	Rice . . . . .	28,186	15,000	
273	W.A. Fisheries . . . . .	10,740	—	Scheme adminis- tered wholly by Government of Sierra Leone. Nigerian contri- bution only shown
322	Helminthiasis . . . . .	13,902	9,701	
347	W.A. Road Research . . .	3,840	2,320	
382	W.A. Virus Research . . .	63,792	52,594	
401	Schistosome—trans- mitting snails . . . . .	700	700	
424	W.A.I.T.R. (West African Institute of Trypanosomiasis Research) . . . . .	15,000		Scheme adminis- tered by W.A.I.T.R. Nigerian contri- bution only shown.
433	W.A.A.F.O. (West African Agriculture and Forestry Organ- isation) . . . . .	15,000		
	W.A.A.F.R.O. (Appoint- ment of Director) . . . .	5,880	4,780	
320, 342 & 342A	Sociological . . . . .	1,276	1,276	





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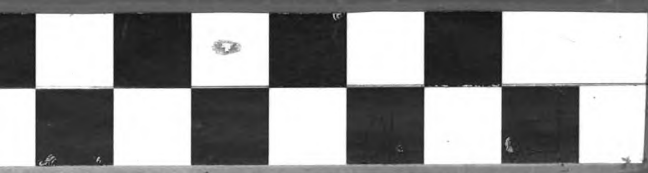
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# Nigeria

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COLONIAL OFFICE

# REPORT ON NIGERIA

FOR THE YEAR  
1952

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# NIGERIA

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Report for the year  
1954

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# PART I

## General Review

### CONSTITUTIONAL AND ADMINISTRATIVE EVENTS

In January the Constitutional Conference was resumed in Lagos under the chairmanship of the Secretary of State for the Colonies. The most important decisions of the Conference were: the establishment of a federal system of government; the regionalisation of the Judiciary and the Public Service, and the financial arrangements devised to give Regional Governments a share of the national revenue based for the first time on principles of derivation as well as population. The financial arrangements followed from a report prepared for the resumed conference by a Fiscal Commissioner (*Cmd.* 9026).

Following the Conference, the first half of the year was taken up with preparations for the introduction of the new constitutional arrangements. The Nigeria (Constitution) Order in Council was published in September, 1954, and came into effect on the 1st of October. Elections to the reconstituted Federal House of Representatives were held in November and December with the result that the Northern Peoples' Congress (N.P.C.) gained 84 seats, the National Council of Nigeria and the Cameroons (N.C.N.C.) 59 seats, and the Action Group and its supporters 25 seats. Owing to the fact that out of the 42 seats allotted to the Western Region in the House of Representatives, 23 were won by the N.C.N.C., no Federal Minister was associated with the political party in power in the Western Region. The Council of Ministers therefore consisted of three Ministers drawn from the N.P.C., six Ministers drawn from the N.C.N.C., one Minister representing the interests of the Southern Cameroons, and three *ex officio* members, with the Governor-General as President.

The year 1954 marked an important stage in Nigeria's constitutional progress. For the first time in its history two out of the three Regional Governments became wholly Nigerian with their own Regional Premiers, and, at the centre, Federal Ministers were charged with responsibility for departments within their portfolios. These developments were a natural signal to the process of decentralisation which had been going on since 1947. This process is not yet complete, and will not be so until the constitutional pattern for a fully independent Nigeria has been worked out. In 1954, both in the Northern Region and at the centre, expatriate officials continued to sit on the Executive Council and in the Council of Ministers. The constant process of change imposed a considerable burden on the administration, both Regional and Federal, and it is a signal tribute to the Civil Service that the many changes caused by continued constitutional revision were introduced without friction and delay.

### *Local Government*

In the Northern Region the process of amalgamation continued, and with the introduction of new legislation by the Regional Government it became possible to vary the type and functions of councils to suit local conditions. The need for training local government staff had long been recognised and a step was taken to this end by the opening, at Zaria, of an Institute of Administration. One of the primary objects of this was the training of various categories of Native Authority officials.

In the Eastern Region, responsibility for local government was, on the 1st October, assumed by the Ministry of Internal Affairs under the direct control of the Premier. Progress in the development of local government on the United Kingdom pattern, in accordance with the provisions of the Eastern Region Local Government Law, 1953, continued. It was expected that by the 1st April, 1955, the Native Authority system would persist in only five divisions of the Region.

In the Western Region, the process of amalgamation and re-organisation which had been going on since 1916 was further continued along the lines provided for in the Western Region Local Government Law, 1953. Under this law, independent district and local councils have been progressively set up to replace existing native authority councils. In 1954, local government councils were established in four Divisions and in Ibadan District, and all-purpose District Councils in four other places in the Region.

In the Southern Cameroons the process of federation continued, particularly in Bamenda Province. The forms of Native Authority ranged from hierarchic to conciliar, depending on tradition and the extent to which it had been possible to introduce democratic forms without destroying the established social system.

### ECONOMIC AND FINANCIAL AFFAIRS

There was continued expansion in the value of overseas trade to a total of some £263 million as against £233 million in the previous year. Prices of produce were generally high, and revenue collections exceeded estimates by a considerable margin. As a result of the changes in the system of revenue allocation, based on the findings of the Fiscal Commissioner and incorporated in the Constitution Order in Council, Regional Governments enjoyed a greater share of revenues collected centrally by the Federal Government. Approximately £27.4 million out of a total Federal revenue of £62.4 million was paid to Regional Governments in the financial year 1954-55, as against £9.9 million out of a total revenue of £50.3 million in 1951-52. The economy of the country expanded and strengthened during the year, owing largely to the continued high prices paid for produce.

Although the economy of the country remains predominantly agricultural, progress continued to be made in the establishment of minor industries. West Africa's first margarine factory was opened at Apapa in February. In the Eastern Region, plans for establishing a cement factory at Nkalagu near Enugu were to be implemented following the

receipt of a report by technical experts. In the Western Region, a rubber factory being constructed for the Western Region Production Development Board near Benin was expected to start processing latex into high grade rubber by the end of the year.

#### DEVELOPMENT SCHEMES

The Ten Year Plan of Development and Welfare, which was initiated in 1945 and revised in 1951, continued: a list of the main schemes being undertaken is given in Appendix F. The Plan was to continue until the 1st March, 1956, when it was expected that the existing system of allocating Colonial Development and Welfare funds would be reviewed. The need for expert advice in economic planning had long been recognised and it was at last possible to obtain the services of a team of experts from the International Bank for Reconstruction and Development who visited Nigeria in 1953. The Mission's Report, which was published in September, 1954, is recognised as a major contribution towards the economic development of the Federation.

The organisation of medical research on a West African basis was carried a stage nearer when a Bill for the West African Council of Medical Research was passed into law at the Budget Session of the House of Representatives in March, 1954. The Council, a body representative of the interests of the four West African Governments and of the United Kingdom, is responsible for conducting and co-ordinating medical research in West Africa, and for the administration of funds for this purpose provided by the participating Governments and Colonial Development and Welfare funds.

The Central and Regional Legislatures met three times during the year ; debates were lively and there were many constructive contributions, and a great deal of business was done. The House was fortunate in having the help of Mr. E. A. Fellowes, C.B., C.M.G., M.C., Clerk Assistant of the House of Commons, who was present at the Budget Meeting as an adviser to the President, the Clerk of the House and members on parliamentary procedure and who was appointed President for the meeting in August.

At the end of 1952 it was possible to look back on the first years' working of the Constitution and see to what extent it had been successful. When it first came into operation it was recognised that major difficulties would have to be overcome : the complexity of the structure, the danger to Nigerian unity which might be caused by the operation of centrifugal forces following the grant of greater powers to the Regions, and the facts that there was no party with an overall majority in the Centre and that the appointments of Central Ministers were subject to Regional approval made it inevitable that government at the Centre could only be by means of a coalition which might be unable to establish a clear-cut policy on controversial issues. Of its complexity there could be no doubt ; indeed a country as diverse as Nigeria could never have a simple Constitution ; the path from the primary elections to membership of the House of Representatives was long and involved, and to the intricacy of the elections was added the uncertainty in the early stages of party allegiance. There was no majority party in the House of Representatives on whose support the Council of Ministers could rely, nor was there an opposition, as it is generally understood ; there was a tendency on the part of members of the Council of Ministers and of the House to feel themselves mainly responsible each to his own Region, and it was frequently necessary for Ministers to do a good deal of lobbying and persuasion in order to gain support for Government measures. Yet the fact that a different party held supremacy in each of the Regions made any other arrangement impracticable. Since the Central Ministers shared collective responsibility and were bound to support the Council's decisions in the House, it was clear that the success of the Constitution would largely depend upon whether Ministers could free themselves from party or regional opinion if the national interest required it ; in spite of these difficulties the Council of Ministers accomplished a great deal of work and succeeded in receiving support in the House of Representatives for a considerable quantity of progressive legislation.

Thus, in spite of many difficulties, 1952 was a year of considerable achievement, not least in the Regions where the pace was set in overhauling the structure of local government, the furthering of education and health measures and the initiation of new experiments in agriculture. The Regional Governments took the initiative in preparing plans for further development in many spheres, and a number of Sessional Papers on educational, health, agricultural and forestry policies and on regional scholarships were presented to the Regional Houses. The internal stresses and strains were there but the year ended with a

reasonable hope that they would not become such as to retard a promising beginning.

*Local Government.* The year saw important developments in the field of local government, a field whose importance cannot be over-emphasised, for no Constitution, however progressive and enlightened, can be expected to function satisfactorily unless it is built on a sure foundation. The Regional Governments devoted considerable thought to the ways by which this foundation could be strengthened and adapted to meet modern requirements.

In the Northern Region, where tradition and a certain reluctance to indulge in hasty reform have for so long been characteristic, efforts have been made to bring home to the people at large the meaning and purpose of local government, but at the same time ensuring that it is done through the Native Authorities. In the Eastern Region reform had already been set in motion by the enactment in 1950 of the Eastern Region Local Government Ordinance. Throughout the Region in 1952 there was a steady development of Native Authorities on elective lines as a preliminary to the application of the Ordinance. In some areas this stage was successfully completed and, as a result, the first County, District and Local Councils were set up. In the Western Region a comprehensive Local Government Bill was passed by the Regional Houses ; it became law in 1953.

Mention must be made here of one unfortunate setback in the field of local government ; namely the unsatisfactory state of the Lagos Town Council. A Commission of Inquiry was appointed to investigate the affairs of the Council and its findings demonstrated that the Council had failed, in many respects, to discharge its statutory functions in a manner conducive to the welfare of the town.

*The Civil Service.* The Government's policy has for long been to appoint Nigerians to Senior Civil Service posts in preference to expatriate officers whenever Nigerians who are qualified and suitable are available ; in fact it has often happened that unqualified Nigerians have been appointed in preference to qualified expatriate officers in the hope that the Nigerian Officer would obtain experience while in the service. During the year, however, the Government wished to satisfy itself that the mechanics of the Nigerianisation policy were in every way adequate and it accordingly decided to set up an expert body, consisting of Sir Sydney Phillipson, Commissioner on Special Duties, and Mr. S. O. Adebo, a Nigerian Administrative Officer, to examine the policy and the machinery for putting it into effect.

*West African Inter-Territorial Conference.* The first meeting of the West African Inter-Territorial Conference took place in Accra in July, 1952. The Inter-Territorial Secretariat deals with all matters of common interest to the four British West African territories, in particular research. Nigeria's representatives were the Minister of Natural Resources and the Minister of Social Services, both of whose portfolios are concerned with research undertakings of considerable im-



## Chapter 2: Occupations, Wages and Labour Organisation

NIGERIA is predominantly a country of peasant farmers working on land which is normally communally owned. The largest groups of employed are Government servants and the employees in the mining industries. The total number employed in the main industries and services during June, 1954, was 253,073 of whom 1,937 were women. In addition there was a very considerable number working for small employers. Average monthly earnings, hours of work and number employed in the main occupations are shown in the table on p. 9.

### *Unemployment*

In an essentially agricultural country like Nigeria industrial unemployment hardly exists. On the land there is always some form of employment for those who want it and unemployment occurs mainly in the urban areas. The unemployed are chiefly people attracted to the towns who have not acquired skill in any occupation, or young men who are unwilling to do manual work because they have had some education. The latter are mostly school-leavers who have failed to pass the Civil Service entrance examination and are not absorbed by the commercial houses. The lure of clerical employment is a considerable problem and it is difficult to persuade young persons with a little education to take up technical or other occupations which include manual work. The Juvenile Employment Committee, Lagos, organised a series of talks with this object, explaining the opportunities existing in industry, commerce, the Army, the Police, and other types of occupation providing work of a technical nature. With the prospect of further industrial expansion and the new development schemes of the Federal and Regional Governments, it could be expected that opportunities for this class of person would increase.

### *Migrant Labour*

Migrant labour in Nigeria is largely seasonal. There is a fairly continuous trickle of workers drifting from the agricultural areas to the townships, but in many cases the men return to their farming activities after working in the towns for a brief period. In the reverse direction seasonal work such as cocoa harvesting tends to draw unskilled labour from the urban to the rural areas because of the attractive wages offered. The result is that certain urban areas are for some time each year short of labour for work such as road-making and building.

Movement of labour also occurs in the timber industry in Western Nigeria, and in the tin-mining industry in the North to which men travel even from the French territories. None of these migrations, however, had reached a scale requiring any special action.

Research Institute at Benin. The ravages wrought by *Trogoderma granarium* in past years in the groundnut pyramids in the north were much reduced during the year, although an equally sinister insect, *Tribolium castaneum*, caused a certain amount of damage.

The Government decided during the year that the services of an industrial consultant should be sought and that an Industrial Development Corporation should be set up ; but deferred action on these matters when it was decided to invite the International Bank to carry out an economic survey of the country. A number of plans for various industrial projects were under consideration and it is hoped that the Aid to Pioneer Industries Ordinance, enacted during the year, will stimulate such projects. It is also hoped to establish a cement factory for which negotiations were in progress during the year.

The cost of living tended to rise during the first half of the year and a revision of salaries and wages of Government staff became necessary. There were 59 labour disputes of which 31 resulted in strike action involving a total of 11,580 workers and resulting in the loss of nearly 64,000 man-days.

In the financial sphere revenue and expenditure reached unprecedented levels during the financial year 1951-52, revenue amounting to over £50 million and expenditure to nearly £44 million ; of the revenue 66 per cent was derived from customs and excise ; expenditure included certain abnormal items such as £4 million for the University College, Ibadan, a special grant of £2 million to the Northern Region, and an allocation of £3½ million to a Loan Development Fund. The amount of currency in circulation at 31st March, 1952, was over £50 million, compared with £39 million at 31st March, 1951. A Banking Ordinance was enacted during the year and Mr. J. L. Fisher, Adviser to the Bank of England, visited the country to examine the possibilities of establishing a central bank. In spite of these encouraging figures, however, world prices are falling and the "cushioning" effects of the policies of the Marketing Boards cannot be expected to last for ever—yet another reason, if one were needed, for the most strenuous efforts to increase the country's productive capacity.

#### SOCIAL DEVELOPMENTS

In the educational field the process of regionalisation was completed and the Central Board of Education was reorganised. Probably the most important event, however, was the revision of teachers' salary scales to bring them into line with those of civil servants ; this revision cost the Central Government about £1 million.

The new buildings of the University College, Ibadan, were formally opened, in the presence of a distinguished gathering, by the Chancellor of Cambridge University, Marshal of the Royal Air Force Lord Tedder. Nigeria was fully represented at the Conference on African Education held at Cambridge in September, and the four Ministers of Education attended as observers. But it was necessarily in the Regions that the greatest progress took place, particularly in the spheres of teacher training and adult education in the Northern Region ; in the Western

*Emigrant Labour*

Recruitment of Nigerian labour for work in the Spanish Territories of the Gulf of Guinea, and for the Gabon, in French Equatorial Africa, continued to be carried out in accordance with the provisions of the Labour Code Ordinance (Chapter 99 of the Laws of Nigeria, 1948), by the Anglo-Spanish Employment Agency on behalf of the respective Chambers of Commerce concerned.

Officers of the Labour Department maintained close supervision over the recruiting activities of the Agency to ensure that recruitment was carried out strictly in accordance with the provisions of the Labour Code. The British Vice-Consuls and Labour Officers in Fernando Po and the Gabon were responsible for ensuring that the terms of the agreement entered into by the Nigerian Government and the Governments of the respective territories were fully observed. The agreement regulated wages, conditions of work and the general welfare of recruited labour and their families in the Territories. Satisfactory reports were received about the co-operation of the employing Governments. In the case of Fernando Po it was reported that new regulations had been introduced by the Spanish Government which would confer on Nigerian labour, in common with indigenous labour, benefits (particularly in regard to housing conditions) in advance of those provided for in the agreement.

During the year 5,226 labourers were recruited for Fernando Po and 343 for French Gabon. During the same period 1,985 labourers were repatriated from Fernando Po and 557 from Gabon. Of the labourers repatriated, it is of interest to note that 1,769 from Fernando Po and 470 from Gabon returned after completing two full contracts of service totalling three and a half years, while 118 and 44 from the two Territories, respectively, returned after completing only one contract. The balance of the figures quoted is made up of those labourers who were sent back for various reasons, including sickness and physical unfitness.

**THE LABOUR DEPARTMENT**

As reported on p. 114 labour matters, that is to say, conditions of labour, industrial relations, trade unions and welfare of labour, were on the Concurrent Legislative List in the new constitutional arrangements. The Department of Labour was being retained as a unified department, however, with suitable adjustments to its organization so as to provide necessary technical advice to Regional Labour Ministers in the formulation of policy. A federal Ministry of Labour was being established with the Commissioner of Labour acting as Permanent Secretary to the Ministry.

The work of the Department continued on the same lines as in previous years. It was responsible for the enforcement of labour legislation, the review of employment conditions, the guidance of trade unions, the prevention or settlement of trade disputes and the operation of employment exchanges. In addition, the Department controlled the recruitment

found in the half-yearly Reports on the progress of Development Schemes published by the Nigerian Government. A list of current schemes showing the expenditure incurred on them, is given in the Appendix on page 161. Some of the major schemes in hand during 1952 were :

*Broadcasting.* Work on the new transmitting station near Lagos was nearly completed during the year while progress was made on the new Broadcasting House in Lagos ; a quantity of new equipment was received and installed both in Lagos and in Kaduna and Enugu.

*Communications.* The ambitious trunk road improvement programme made satisfactory progress during the year and attention was paid to the construction or improvement of secondary roads ; telegraph facilities were further extended and the first steps were taken to replace, by radio telegraph, the major telegraph circuits at present carried on overhead wires.

*Buildings.* Work was completed, or in progress, on a number of important buildings including the Lagos automatic telephone exchange, the new Supreme Court and a six-storey block of offices in Lagos ; in the Regions a number of schools, training centres and hospitals were completed, and additions to Government accommodation were carried out in many Provincial and Divisional headquarters.

*Water Supplies.* Good progress was made in the provision of urban water supplies, five more towns being so supplied ; in the important deep drilling project at Maiduguri work was unfortunately brought to a standstill owing to an accident to the drilling tools, but it is hoped to start work again in 1953.

The establishment of regional Trade Testing Centres was being pursued. A centre was opened in a temporary building in Jos for the Northern Region and, at the close of the year, negotiations were proceeding for the lease of a building at Aba in the Eastern Region.

## INDUSTRIAL RELATIONS

*Trade Unions*

There were 142 trade unions in the country, with a total membership of 155,441 organised in 30 industries, as shown in the following table.

<i>Industry</i>	<i>No. of Unions</i>	<i>Membership</i>
Agriculture and Livestock Production . . . . .	5	14,587
Forestry and Logging . . . . .	4	1,182
Fishing . . . . .	3	221
Coal Mining . . . . .	1	3,278
Metal Mining . . . . .	5	19,336
Crude Petroleum . . . . .	1	235
Stone Quarrying, Clay and Sand Pits . . . . .	1	40
Food Manufacture . . . . .	1	214
Beverage Industries . . . . .	1	68
Tobacco Manufacture . . . . .	1	1,930
Manufacture of Wearing Apparel (except footwear) . . . . .	2	64
Manufacture of Wood . . . . .	1	466
Printing, Publishing and Allied Industries . . . . .	5	1,135
Manufacture of Chemicals and Chemical Products . . . . .	1	367
Manufacture of Metal Products . . . . .	1	150
Manufacture of Electrical Machinery, Apparatus, Appliances and Supplies . . . . .	1	50
Manufacture of Transport Equipment . . . . .	3	2,525
Construction . . . . .	16	5,736
Electricity, Gas and Steam . . . . .	1	273
Water and Sanitary Services . . . . .	2	301
Wholesale and Retail Trade . . . . .	18	1,468
Banks . . . . .	2	269
Insurance . . . . .	1	29
Transport . . . . .	32	31,903
Storage and Warehousing . . . . .	2	455
Communication . . . . .	4	4,325
Government Services . . . . .	9	16,674
Community and Business Service . . . . .	15	47,995
Recreation Services . . . . .	1	20
Personal Services . . . . .	2	145
<b>TOTAL . . . . .</b>	<b>142</b>	<b>155,441</b>

With the assistance of officers of the Department noticeable improvements were made in the organisation of many trade unions. The internal disputes which had been a common feature of the management of many and had seriously diminished their efficiency as organisations, decreased towards the end of the year. Trade Union members, particularly in the larger unions, seemed to be realising the need for stability.

The All-Nigeria Trade Union Federation continued to develop as an effective body and had about 39 affiliated unions, with a total membership of about 95,000. At its Annual Conference the Federation passed

a resolution declining affiliation, at that stage, with any international trade union organisation.

The financial affairs of the unions and the rendering of proper annual accounts to the Registrar, as required by law, were two problems demanding close attention by the majority of unions. In tackling these and other problems, officers of the Department continued to guide and assist the trade unions.

### *Joint Consultation, Wage-fixing Methods and Trade Disputes*

A total of 54 industrial disputes were dealt with during the year, of which 34 resulted in strike action involving 15,238 workers. Officers of the Department intervened at one stage or another in nearly all the disputes and assisted the parties concerned in settling their differences. In a few cases it was necessary for the Commissioner of Labour to invoke the provisions of section 3 (i)(c) of the Trade Disputes (Arbitration and Inquiry) Ordinance by appointing conciliators to assist in their settlement.

In the case of a trade dispute between the Nigerian Mining Employers' Association and their employees, represented by the Nigerian African Mineworkers' Union and the Northern Mineworkers' Union, it was not possible to resolve the points of difference by conciliation. The matter was, therefore, referred to a board of enquiry consisting of a Judge of the Supreme Court of Nigeria as chairman and two assessors. Later the parties agreed to refer wage claims to arbitration and the Commissioner of Labour appointed as arbitrator Professor J. H. Richardson of the University of Leeds. The arbitrator's award was accepted by all the parties concerned.

Altogether 31,778 man-days were lost through stoppages of work.

There was a further extension of joint consultation during the year and a greater readiness on the part of trade unions and employers to settle grievances by mutual agreement. This was reflected to some extent in more stable labour relations.

The three National Whitley Councils, for Senior Civil Servants, Junior Civil Servants (clerical and technical), and for industrial workers employed by the Government, functioned satisfactorily during the year. These councils ceased to operate in October, 1954, but discussions were taking place between the official and staff sides regarding the establishment of similar machinery to cover the Regional and Federal Services under the new constitution.

Arising from the report of the board of inquiry into the dispute in the tin mining industry in Northern Nigeria referred to above, a Joint Industrial Council was established to serve the industry and was expected to hold its first meeting in January, 1955. Similar machinery was established for the Coal Corporation at Enugu, Eastern Nigeria, and for the Electricity Corporation of Nigeria. In the case of the Nigerian Coal Corporation the schemes for joint consultation with the Coal Miners' Union were working out very satisfactorily towards the end of the year.

A long list of the Union's grievances had been left untouched when the Corporation withdrew its recognition of the union in 1952, but by the end of 1954 many of them had been discussed and agreement reached on several issues at the Joint Industrial Council level.

The pattern of wage-fixing methods in various occupations and industries did not change materially during the year. Voluntary collective bargaining between trade unions and employers was encouraged by the Government. Provincial Wage Committees and Regional Wage Committees continued to deal with wage claims of Government daily-paid labour, except in the Western Region where the Government announced that with effect from 1st October, 1954, a minimum wage of 5s. a day would be paid to daily-paid labour employed by that Government. The Governor-General in Council had power to fix minimum wages for occupations where wages were unreasonably low. Similar powers were also vested in the Governor-in-Council in each Region. A few trades and occupations, particularly in the Federal Territory of Lagos, were covered by such Orders.

#### LABOUR LEGISLATION

No new labour legislation of any importance was enacted during the year. Under the new Federal constitutional arrangements of 1st October, 1954, labour matters, i.e. conditions of labour, industrial relations, trade unions and welfare of labour, were on the Concurrent Legislative List. It was, therefore, necessary to adapt existing labour legislation so that certain powers hitherto exercised by the Governor (now Governor-General) and the Commissioner of Labour could be exercised in the Regions by Regional Governors. This was effected in the Adaptation of Laws Order, 1954.

The Labour Code (Communal Labour—Western Region) Order-in-Council, 1954, was enacted during the year. This Order conferred on the newly established Local Councils in the Region the same powers as were vested in the Native Authorities by section 120 of the Labour Code Ordinance.

#### SAFETY, HEALTH AND WELFARE

The Factories Bill continued to await presentation to the House of Representatives, but in the meantime much exploratory work went on. Several firms voluntarily agreed to report any accidents of a serious nature to the Department and in many cases these were investigated and advice given to employers for the prevention of similar accidents. The help given by the Department's technical staff, particularly in the case of two fatal accidents, was greatly valued. Despite the increasing industrialisation of the country, the accident rate appeared to be low. With increasing mechanisation, however, more risks will no doubt be introduced. The Department kept a close eye on new installations and processes, although it had not, as yet, any legal backing for such advice

and assistance as it could give. However, even though there was no statutory compulsion, it was encouraging to note that an increasing number of private firms and Government Departments approached the Labour Department for technical information and advice on safety measures.

Cases of industrial diseases were rare, but there were a few cases of lead poisoning, and suspected cases of pneumoconiosis which appeared to be due to the inhalation of dust and cotton fibres.

Welfare conditions continued to improve, particularly in the larger establishments and estates. Most employers seemed to recognise that the welfare of the workers is a paying investment. Some excellent canteens were opened by employers during the past year, serving a variety of hot foods and catering for most tastes. Many of these were paid for by the employers and run by the workers themselves. Increasing attention was being paid to the provision of good first-aid facilities and more and more workers were being trained in first-aid.

#### *Compensation for accidents*

The arrangement whereby all workmen's compensation cases arising in Government Departments were reported to, and dealt with, by the Labour Department continued.

A statistical summary of Government cases dealt with during the year is given below:

	<i>Fatal</i>	<i>Non-fatal</i>	<i>Total</i>
Cases brought forward from previous year	24	191	215
Cases reported . . . . .	31	541	572
<b>TOTAL</b>	<b>55</b>	<b>732</b>	<b>787</b>

#### Cases completed during the year:

	<i>Fatal</i>	<i>Non-fatal</i>	<i>Total</i>
Liability admitted . . . . .	22	488	510
Liability not admitted . . . . .	2	8	10
<b>TOTAL</b>	<b>24</b>	<b>496</b>	<b>520</b>

#### Amount disbursed:

Fatal . . . . .	£3,893	11	6d.
Non-fatal . . . . .	7,498	17	3½d.
<b>TOTAL</b>	<b>£11,392</b>	<b>8</b>	<b>9½d.</b>

One hundred and thirty-one of the non-fatal cases resulted in no liability, but the workmen concerned received sick pay and periodical payments during their temporary incapacity.



## LABOUR DEPARTMENT

The work of the Department continued on the same lines as in the previous year except that the introduction of the new Constitution was accompanied by the appointment of a Nigerian Minister of Labour, who was responsible for ensuring, in association with the Commissioner of Labour, that effect was given to the decisions of the Council of Ministers relating to the Department's functions. A Nigerian Labour Officer was also promoted to fill the post of Senior Labour Officer in charge of the Eastern Region.

The Department, under the Commissioner of Labour in Lagos, maintained three Labour Officers in the Northern Region, four in the Western Region, two in the Eastern Region, one in the Cameroons, one in Fernando Po and one in the Gabon. Experience has shown that efficiency required that the activities of the Department should be decentralised as far as possible and it was considered necessary that each Lieutenant-Governor should have at hand a senior labour adviser ; the creation of these new posts of Assistant Commissioners of Labour was approved by the House of Representatives. The total financial provision in the 1952-53 Budget was £142,440.

In addition to the enforcement of labour legislation, the review of conditions of employment, the guidance of trade unions, the prevention of trade disputes, the assisting in the orderly settlement of disputes which could not be prevented, and the operation of Labour Exchanges, the Department also continued to undertake the control of the recruitment of Nigerians for employment in foreign territories, trade testing, assessment of workmen's compensation claims, work in connection with programmes and lectures on Training within Industry and in connection with the problems likely to arise from the proposed introduction of factory legislation.

## INDUSTRIAL RELATIONS

*Trade Unions*

The year witnessed the collapse of the Nigerian Labour Congress ; despite its internal reorganisation and its withdrawal from the World Federation of Trade Unions it failed to attract the support of the local trade unions, and further efforts to form a new and central organisation all failed. Following the revision of salaries the unions have begun to recruit more members and most of the large unions have appointed full-time district organisers. There was a movement to revive the Amalgamated Union of the United Africa Company African Workers which became defunct as a result of the precipitate strike action which it undertook in 1950 ; this appeared to be having results in the Eastern Region and is receiving encouragement from the Department. In the Northern Region there was evidence that local branches of unions often pursued a policy differing from that of their central organisation ; many of the unions of this Region are of a relatively recent origin and require and receive the constant guidance and assistance of the Department.

Unions showed a keener interest in education ; a number of union leaders from the Western Region attended courses on labour management arranged by the Department of Extra-Mural Studies of the University College, Ibadan ; while eight other leaders attended a course in the Gold Coast run by the International Confederation of Free Trade Unions. Nigeria was also represented at a meeting of the West African Trades Union Advisory Committee at Abidjan. Lectures and weekend schools were held at several places, the attendance at which was encouraging. The Lagos and Mainland Trades Union Education Committee ran a class in Lagos. In the Eastern Region, Trades Union Education Committees are now firmly established in Enugu, Port Harcourt and Aba and books have been received from the British Trades Union Congress. These Committees are filling a long-felt need ; lectures and courses in many fields of trade union activity are incorporated in these schemes.

Five trade unionists were awarded Government scholarships to study trade unionism in the United Kingdom. It is encouraging to report that there was a marked improvement in the administration of union funds and the annual balance sheets showed a healthier financial position than in previous years. In the past, the local branches of some country-wide unions have been in the practice of taking action in trade disputes without prior consultation with their national organisation ; due to a growing confidence in the established negotiating machinery this practice is gradually being abandoned and consultation with the headquarters of the union is becoming more frequent.

The following summary gives details of membership of Nigerian trade unions :

<i>Membership</i>	<i>Number of Trade Unions</i>	<i>Total Membership</i>
1 to 50 . . . . .	27	760
51 to 250 . . . . .	37	4,917
251 to 1,000 . . . . .	26	15,594
1,001 to 5,000 . . . . .	16	33,204
over 5,000 . . . . .	7	97,197
membership not known . . . . .	3	—
	<hr/> 116	<hr/> 151,672

It will be seen that there are only seven unions with a membership of over 5,000 ; these are :

- (1) Nigeria Union of Teachers . . . . . 26,542 members.
- (2) Amalgamated Union of the United Africa Company  
African Workers . . . . . 19,280 members.  
(not yet fully re-organised)
- (3) Nigeria African Mineworkers' Union . . . . . 12,421 members.
- (4) Public Utility Technical and General Workers' Union of  
Nigeria and the Cameroons . . . . . 11,774 members.
- (5) Cameroons Development Corporation Workers' Union 10,850 members.
- (6) Railway Workers' Union . . . . . 10,527 members.
- (7) Nigeria Civil Service Union . . . . . 5,803 members.

*Trade Disputes*

Fifty-nine labour disputes (three of which were first notified in 1951) were dealt with during the year ; many were resolved by negotiation and in most of these cases officers of the Department assisted in effecting settlement. In 14 disputes it was necessary to invoke the Trades Disputes (Arbitration and Inquiry) Ordinance but in no case was arbitration resorted to. Thirty-one of the disputes resulted in strike action involving about 11,580 workers ; six strikes lasted for periods varying from five to sixteen days while the others varied from a few hours' to four days' duration ; approximately 63,930 man-days were lost through these stoppages. The following disputes are of particular interest :

*African Locomotive Drivers' Union and the General Manager of the Nigerian Railway.* The points at issue in this trade dispute which had first arisen in 1951 were :

- (a) adjustment of the salaries of certain grades of workers ;
- (b) payment of overtime to " pump crews " ;
- (c) payment to apprentices employed during 1942-44 of money which, it was alleged, they had lost through improper grading ;
- (d) disciplinary procedure.

An officer of the Department of Labour was appointed conciliator but several joint meetings failed to produce agreement. In December, 1951, a Nigeria-wide " go-slow " action in support of the union's claims was started and this continued until January, 1952. Negotiations were re-opened shortly afterwards and, with the help of a conciliator, agreement was reached on three of the points at issue ; the two parties also agreed that, in view of Government's intention to review the salaries and wages of all its employees, discussions on the union's claims for salary adjustment should be deferred until the Whitley Council had fully discussed Government's proposals. In July, conciliation talks were re-opened on this point and a settlement effected.

*The Railway Workers' Union and the General Manager of the Nigerian Railway.* The union accused the management of a breach of agreement in connection with the procedure to be adopted in standing-off employees, the agreed principle being " first in, last out." In deference to the request of a local branch of the union the management's representative stood-off 12 senior employees whom the local branch considered inefficient, whilst junior men were retained. This being contrary to the agreed principle the Railway Workers Union complained to the management though two years had passed since the event. The management admitted an inadvertent breach of agreement and was prepared to re-engage the dismissed men and stand-off the junior men. The local branch, however, would not agree to such a proposal and threatened strike action ; in the circumstances the management decided to leave the matter as it was. The Union, however, felt that the management had broken the terms of the agreement and asked the Labour Department for help in finding a solution.

After preliminary investigation the Department advised the union

that no useful purpose would be gained by pursuing the matter at such a late stage ; it also pointed out to the union that it was a matter for internal discussion within the union to ensure that local branches did not advise action contrary to the views of the union.

*Likomba Plantation Workers Union and Messrs. Elders and Fyffes Limited.* This dispute had its origin in the antagonism which existed between the newly-elected executive of the union and certain plantation overseers who had been members of the former executive, and were, in fact, foundation members of the union. Dissatisfied at having been voted out of office they accused the new secretary of the executive of embezzling union funds and of mishandling cases with the management. The union, on the other hand, requested the management to punish the overseers for the "subversive action" and accused the management of aiding the overseers in their efforts to break the union. The management denied this allegation and refused to take disciplinary action against the overseers. The union, therefore, resorted to strike action. The Department then intervened ; the strike was called off and the three parties (management, overseers and the union) came to an agreement whereby the overseers were to resign their membership of the union ; the union, on its part, was to abandon its request for the punishment of the overseers. During the subsequent discussions a personal difference arose between a management representative and a union official ; attempts to resolve the difference having failed, the union again called a strike and declared a trade dispute. A Labour Officer was appointed as conciliator but the strike dragged on for 16 days before the dispute was finally settled.

*Nigerian Coal Miners' Union and the Nigerian Coal Corporation.* A disagreement over recruiting practices between the president of the union and two head hewers, vice-presidents of the union, was the immediate cause of a new outbreak of labour trouble in the Enugu colliery. The two men were "disciplined" by the union for action detrimental to the interest of the union. Shortly afterwards the Union's president complained that he was being victimised by certain officers of the Corporation by being refused permission for trade union activities during working hours.

Matters reached a head when the Corporation published a circular giving its decision on certain representations which had been made by the union. The two head hewers quickly exploited the omission from the circular of any reference to the claims of the underground workers and suggested to the underground workers that the union had failed to obtain anything for them. Some stoppages of work resulted. After some ineffectual discussion the union closed ranks and declared a trade dispute, at the same time starting a "go-slow."

The claims originally put forward by the union were six in number but in the course of these events they increased to 57. A Labour Officer was appointed under the Trades Disputes (Arbitration and Inquiry) Ordinance to be a chairman under whom the two parties could meet in an endeavour to achieve an amicable settlement. He suc-

ceeded in getting the union to call off the go-slow and, ultimately, was able to persuade the two parties to agree to go into direct negotiation on all the outstanding points. Owing to a serious split which then existed within the union, later attempts by the management to discuss their proposals with the union failed, and the union started another "go-slow." A few days later, the union asked for the help of the Commissioner of Labour in resolving the dispute and a conciliator was appointed. The union, however, declined for awhile to call off the "go-slow," and the management thereupon withdrew its recognition of the union. The "go-slow" dragged on for a few more days. The management, having withdrawn recognition, refused to negotiate with the union. However, on the intervention of the Enugu Council of Labour, the management undertook to restore recognition of the union and to re-open negotiations as soon as it could be satisfied that the union was reorganised and enjoyed the confidence of the majority of the workers.

#### LABOUR LEGISLATION

The following Orders and Rules were enacted during the year :

*The Registration of Employers (Revocation) Order, No. 35 of 1952*, revoked all orders passed between 1945 and 1948 which required employers in certain specified trades and occupations in Lagos and the Colony to apply for registration with the Department. Consequently, the *Employers Registration (Revocation) Rules, 1952*, abolished the special registration required of employers in the tailoring, shirt-making and ancillary trades in Lagos and the Colony, imposed upon them by rules enacted since 1st February, 1945.

*The Registered Industrial Workers (Lagos Township, Employment in Scheduled Occupations) (Revocation) Order, 1952*, revoked Orders previously enacted which required all workers in specified occupations to register before certain stipulated dates after which it became necessary for every applicant for registration to produce evidence of normal residence in the Lagos Township prior to those dates before he could be registered for employment. Similar obligations imposed upon domestic servants, workers in certain other miscellaneous occupations and young persons by Orders enacted between 1944 and 1946 have now been removed by the enactment of the *Compulsory Registration (Lagos Township) (Revocation) Order, 1952*.

Arising out of these revocations, the need for the establishment of a simple method of registration of unemployed workers became necessary and was met by the enactment of the *Industrial Workers (Employment Exchanges) Rules, 1952*, and the simultaneous repeal of the *Industrial Workers (Registration and Employment) Rules, 1948*.

Rule 18 of the Trade Union Regulation Rules made under Section 33 of the Trade Union Ordinance (Cap.218) has been amended by the *Trade Union Regulation (Amendment) Rules, 1952, No. 5 of 1952*, to provide for an increase in the fees chargeable for the registration of trade unions and for authentication of documents by the Registrar of Trade Unions.

*Revenue*

The total revenue was considerably higher than estimated. Due to the continued increase in the volume and nature of both imports and exports, customs and excise receipts again reached record levels. The yield from customs and excise duties of over £42 million accounted for more than 66 per cent of the total revenue. Direct taxes, comprising income tax on companies and individuals, brought in over £6·5 million, representing 10 per cent of total revenue, and mining royalties produced more than £1·2 million, a little more than 2 per cent of the total revenue. Collections under these main heads from 1951-52 to 1953-54 were:

	1951-52	1952-53	1953-54
	£	£	£
<i>Customs and Excise</i>			
Import duties: tobacco		3,165,750	3,379,016
Import duty: motor spirit	16,703,790	1,184,137	1,408,545
Import duty: other		12,256,802	16,058,182
Export duties	12,603,964	14,060,786	17,770,040
Excise duties: tobacco		3,013,617	3,242,963
Excise duties: other	2,602,656	54,323	123,100
Fees and Penalties	196,076	213,025	122,642
<b>TOTAL</b>	<b>32,106,486</b>	<b>33,948,440</b>	<b>42,104,488</b>
<b>Direct Taxes</b>	<b>6,776,644</b>	<b>7,212,299</b>	<b>6,608,756</b>
<b>Mining</b>	<b>1,564,935</b>	<b>1,631,178</b>	<b>1,280,944</b>

A new system of revenue allocation was introduced on 1st October, 1954, in implementation of recommendations made by a Fiscal Commission set up in 1953 to consider the financial relationship between the Federal and Regional Governments consequent upon the introduction of the revised constitution. This system provided for an increased measure of financial autonomy for the Regions and the Southern Cameroons by extending the list of subjects in respect of which they might raise and retain revenues. After retaining the reasonable requirements of the Federal Government, the revenue raised and collected by the Federal Government was to be disbursed to the Regions in the form of statutory grants according to formulae based, as far as is practicable, on the principle of derivation. Some 50 per cent of the revenues from customs and excise duties were to be allocated to the Regions in this way. Individuals' income tax, other than that collected in Federal territory, was to be allocated to the Region to which it was attributable, and all mining royalties were to be allocated to the Region from which they derived. The change-over to this new system of revenue allocation was taking place smoothly and without undue difficulty.

Revenue derived from stamp duties in 1953-54 amounted to £97,712. Of this £73,258, or 74 per cent, was collected in Lagos, the largest commercial centre, where the number of documents stamped during the year was 20,768. The Nigeria Stamp Duties Ordinance, under the provisions of which this revenue was collected, was largely based on the

*Receipts from Customs and Excise and Direct Taxation,  
1949-50 to 1951-52*

	1949-50	1950-51	1951-52
	£	£	£
Customs and Excise	17,195,312	18,161,131	32,106,486
Direct Taxes	4,830,448	5,343,959	6,776,644

It will be seen that all other sources of revenue, such as mining royalties, harbour dues, interest, fees and earnings of Government departments accounted for only 21 per cent of the total revenue collections. Customs and excise receipts reached record levels owing mainly to the very considerable increase in the volume and value of both imports and exports.

The expenditure figures also reached record proportions, but included a number of abnormal items such as the setting aside of approximately £4 million for the University College, Ibadan (of which £2½ million is for a teaching hospital) ; £1½ million for the extension and improvement of trunk roads ; and a special grant of £2 million to the Northern Region for further development purposes. In addition, £3¾ million was allocated to a Loan Development Fund from which loans are made from time to time for general development and £2¾ million was transferred to the Revenue Equalisation Fund which is in the nature of a reserve account. Expenditure on some of the more important public services from 1949-50 to 1951-52 was as follows :

	1949-50	1950-51	1951-52
	£	£	£
Agriculture	404,058	427,239	485,514
Education	2,080,621	2,339,087	2,855,014
Forestry	143,191	164,326	183,569
Land	198,327	163,142	96,267
Geological Survey	126,734	153,010	185,957
Medical (including Sleeping Sickness)	1,469,280	1,675,015	1,833,030
Public Works (including Recurrent Maintenance Work and Services)	3,581,105	3,441,978	3,384,157

	Revenue 1953-54 £
Mining . . . . .	243
Earnings of Government Departments and Revenue from Government Property . . . . .	155,924
Interest . . . . .	32,918
Reimbursements . . . . .	77,728
Miscellaneous . . . . .	344,669

The heads of expenditure in excess of £50,000 were as follows:

Head	Expenditure 1953-54 £
Administration . . . . .	287,061
Agriculture . . . . .	124,195
Education . . . . .	1,765,521
Forestry . . . . .	87,006
Legislation . . . . .	71,222
Medical Services . . . . .	761,385
Miscellaneous . . . . .	850,514
Police . . . . .	575,473
Public Works Recurrent . . . . .	410,646
Public Works Extraordinary . . . . .	400,130
Subventions . . . . .	579,829

### Eastern Region

For the financial year 1953-54, revenue amounted to £5,347,640 of which £4,398,073 accrued to the Region from payments and grants made by the Central Government. Expenditure amounted to £4,736,478, thereby giving a surplus of £611,162.

The balance sheet as at 31st March, 1954, showed an excess of assets over liabilities of £1,422,284.

The sources of Regional revenue were:

	Revenue 1953-54 £
Payment of Grants from Central Govern- ment . . . . .	4,398,073
Licences and Internal Revenue . . . . .	184,658
Fees . . . . .	66,452
Rent of Government Property . . . . .	157,009
Reimbursements . . . . .	140,095
Miscellaneous . . . . .	164,225

The heads of expenditure in excess of £50,000 were as follows:

Head	Expenditure 1953-54 £
Administration . . . . .	387,220
Agriculture . . . . .	106,023
Education . . . . .	1,785,160
Forestry . . . . .	52,836
Land . . . . .	55,986
Medical Services . . . . .	701,690
Miscellaneous . . . . .	235,846
Police . . . . .	512,424
Public Works . . . . .	146,930
Public Works Recurrent . . . . .	274,755
Subventions . . . . .	123,141
Treasury . . . . .	61,304



Most of these expenditure figures showed substantial increases over the corresponding figures for the previous year and this reflected the development of the Region together with the increased cost of wages and materials.

### *Northern Region*

For the financial year 1953-54, total revenue was £6,338,109 of which £4,792,153 accrued to the Region from payments and grants made by the Central Government. Total expenditure amounted to £6,055,037. The balance sheet as at 31st March, 1954, showed an excess of assets over liabilities of £3,926,113.

The sources of Regional revenue were:

	<i>Revenue 1953-54</i>
	£
Payments and Grants from Central Government	4,792,153
Licences and Internal Revenue	170,549
Fees	55,874
Rent of Government Property	132,525
Water Supply Undertakings	14,217
Mining	60,795
Earnings of Government Departments	232,907
Interest	100,936
Reimbursements	21,527
Miscellaneous	14,824

The heads of expenditure in excess of £50,000 were as follows:

<i>Head</i>	<i>Expenditure 1953-54</i>
	£
Administration	492,617
Agriculture	278,694
Education	1,080,902
Forestry	67,020
Legislature	80,488
Medical Services	891,504
Miscellaneous	412,180
Police	534,206
Printing and Stationery	50,294
Public Works	221,934
Public Works Recurrent	383,898
Public Works Extraordinary	1,044,824
Secretariat	101,261
Survey	92,813
Treasury	73,479
Veterinary	145,030

### LOCAL AUTHORITIES' REVENUE AND EXPENDITURE

No figures were available for the Northern Region. Details of local revenue and expenditure in the Western and Eastern Regions are given in the following tables.

*Western Region Local Authorities  
Estimated Revenue and Expenditure, 1954-55*

AUTHORITY	REVENUE				EXPENDITURE				
	Total	Tax	Courts	Miscellaneous (Excluding Grants)	Total	General Adminis- tration	Works	Education	Medical and Health
IBADAN District Council	£ 338,650	£ 120,000	£ 37,775	£ 136,355	£ 343,000	£ 46,430	£ 118,360	£ 31,920	£ 68,300
BENIN Divisional Native Authority	238,000	36,100	17,000	168,160	271,250	31,750	90,100	35,275	18,500
EGBA Divisional Native Authority	168,500	78,250	17,000	55,950	166,550	25,850	46,700	17,517	27,481
EGBADO Division Council	73,250	Nil	9,000	53,050	71,310	3,450	16,715	27,045	5,615
IJEBU-ODE Divisional Native Authority	64,625	26,325	5,400	24,370	68,800	12,900	14,615	9,040	8,235
IJEBU-REMO Divisional Council	41,300	15,520	4,400	18,450	42,225	7,610	6,265	8,025	8,340
ILESHA Native Authority	72,650	38,200	4,800	26,850	87,516	11,970	39,210	8,335	8,990
Oyo Divisional Native Authority	74,900	Nil	16,670	45,640	73,955	6,255	14,780	27,520	Nil
ONDO District Native Authority	78,735	20,550	6,900	37,000	83,600	9,215	31,400	11,370	13,905

(3) Cardboard, strawboard, millboard and paste-board of a size not less than 16 inches by 15 inches	<i>ad valorem</i> 10 per cent.
(4) Other paper and paper manufactures not particularly exempted from duty in Part III of the Schedule	<i>ad valorem</i> 20 per cent.
Bicycles	15s. each.
Motor Cars	10s. per 28 lb. net wt.
Motor Spirit	10d. per gallon.
Perfumery, cosmetics and toilet preparations	66 $\frac{2}{3}$ per cent <i>ad valorem</i> .
Brandy, gin, rum and whisky	£3 18s. 0d. per gallon.
Ale, beer, stout, porter, cider and perry	2s. 6d. per gallon.
Wine :	
(1) Sparkling	£3 2s. 6d. per gallon.
(2) Still	18s. 9d. per gallon.
Tobacco :	
(1) Unmanufactured	10s. per lb.
(2) Manufactured :	
(a) Cigars	£1 0s. 0d. per 100.
(b) Cigarettes	£1 10s. 0d. per lb.
(3) Other manufactured tobacco and snuff	16s. 6d. per lb.

The general rate of duty on goods not specifically mentioned in the tariff (of which the above is only an extract) is 20 per cent *ad valorem*.

Exemptions from import duties include certain provisions, electrical materials, ships and launches, medicinal preparations of British Pharmacopoeia or B.P.C. standard, disinfectants, certain packing materials, railway materials, printed matter, plants and seeds, refrigerators, advertising matter, aircraft ; goods imported by Government Departments, Native Administrations, public hospitals and certain planning authorities ; mosquito nets ; personal effects ; agricultural, mining, water-boring and industrial machinery.

### Export Duties

#### Bananas :

- |   |                 |     |
|---|-----------------|-----|
| (a) Fresh   | the count bunch | 3d. |
| (b) Dry (except dry bananas used for human consumption) | the 10 pounds.  | 2d. |

A "count bunch" of bananas means a stalk bearing nine or more hands of bananas, each hand being a cluster of bananas growing from the stalk and originally covered by a separate bract.

For the purpose of the computation of the duty a stalk bearing—

- |   |                                 |
|---|---------------------------------|
| 9 hands or over shall be taken to be equal to                         | 1 count bunch.                  |
| 8 hands or over, but less than 9 hands, shall be taken to be equal to | $\frac{3}{4}$ of a count bunch. |
| 7 hands or over, but less than 8 hands, shall be taken to be equal to | $\frac{1}{2}$ of a count bunch. |
| Under 7 hands shall be taken to be equal to                           | $\frac{1}{4}$ of a count bunch. |

Cattle Hides	the ton	£22 0s. 0d.
Goat skins	the ton	£60 0s. 0d.
Shea nuts	the ton	£2 10s. 0d.
Sheep skins	the ton	£35 0s. 0d.
Tin or tin ore	the ton	7s. 8d.

Cocoa . . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £150 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £150 per ton.
Groundnuts . . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £65 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £65 per ton.
Groundnut oil . . . . .	{ 10 per cent <i>ad valorem</i> on the value calculated in accordance with Regulation 103A of the Customs Regulation.
Groundnut meal . . . . .	
Groundnut cake . . . . .	
Palm Kernels . . . . .	10 per cent <i>ad valorem</i> when the value calculated in accordance with Regulations 103A of the Customs Regulations, does not exceed £60 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £60 per ton.
Palm Kernel Oil . . . . .	{ 10 per cent <i>ad valorem</i> on the value calculated in accordance with Regulation 103A of the Customs Regulations
Palm Kernel cake . . . . .	
Palm Kernel meal . . . . .	
Palm oil, technical . . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £85 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £, by which the value, calculated as aforesaid, exceeds £85 per ton.
Palm Oil, edible . . . . .	{ 10 per cent <i>ad valorem</i> on the value calculated in accordance with Regulation 103A of the Customs Regulations.
Benniseed . . . . .	
Cotton seed . . . . .	
Cotton lint . . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £325 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £325 per ton.
Rubber, raw . . . . .	10 per cent <i>ad valorem</i> on the value, calculated in accordance with Regulation 103A of the Customs Regulations, when the value, calculated as aforesaid, is not less than 18d. per lb.
Rubber, brown crepe . . . . .	50 per cent of the duty on rubber, raw, calculated as aforesaid.
Timbers (Scheduled) . . . . .	in log form—3d. per cu. ft. sawn timber (excluding plywood) not exceeding 6 inches in thickness or as veneers 2d. per cu. ft.
Timbers (other) (including veneers but excluding plywood) or logs . . . . .	1d. per cu. ft.
Curls . . . . .	5s. each.

## REGIONAL FINANCES

Under the 1951 Constitution, the Regions enjoy a considerably greater measure of financial autonomy than hitherto. They are empowered to make laws and appropriate moneys in relation to a large number of subjects, including agriculture, animal health, fisheries, forestry and social services, and they are statutorily entitled to receive a share of the revenues of Nigeria. The principles underlying this division of revenues are :

- (a) Principle of Independent Revenues—It is highly desirable that Regional Governments should have independent tax revenue of their own, over which they have full control.
- (b) Principle of Derivation—It is desirable that some part of the revenue accruing to the Regions should be granted according to the principle of derivation ; that is to say, that proceeds of some taxes at least should be divided among the Regions in the proportions to which the people of those Regions have contributed to the taxes in question, so far as those proportions can be ascertained. Experience has shown that this principle can be applied to only a limited number of taxes and the use of this method is confined to such taxes as can be allocated by it simply.
- (c) Principle of Need—In order to ensure a fair distribution among the people of Nigeria who should have equal claims whatever Region they live in, the principle of need is applied in allocating revenues to Regions, and in Nigeria this principle is applied on a population basis.
- (d) Principle of National Interest—Notwithstanding the large degree autonomy, the assumption of underlying national unity, which is the ground for distribution according to need, may also be made a ground for the distribution of funds to provide for expenditure which it is in the national interest to encourage or support without too much attention being paid to the geographical distribution of the expenditure. The main field for the operation of this principle is the country-wide system of codified education grants-in-aid.

These principles were given effect in the Nigeria (Revenue Allocation) Order in Council, 1951, which empowers Regional Legislatures to impose certain taxes. It also provides that revenue derived within a Region from any matter with respect to which the Regional Legislature is empowered to make laws, together with certain forms of revenue specifically mentioned in a schedule to the Order in Council, shall accrue to the Regions. The principal revenues which have thus been passed to Regional control are :

- (a) entertainments taxes ;
- (b) vehicle and drivers' licences ;
- (c) direct tax ;
- (d) mining rents (but not royalties).

To give effect to the other three principles, the Nigerian (Revenue Allocation) Order in Council, 1951, further lays down :

- (a) pending replacement of the present import duty on motor spirit by a Regional sales tax, revenue derived therefrom shall be allocated to the Regions in accordance with the Regional consumption of motor spirit thus taxed ;
- (b) One half of the revenue from taxes imposed by the Government of Nigeria on tobacco and cigarettes shall be allocated to the Regions in accordance with the Regional consumption of the tobacco products thus taxed ;
- (c) an annual grant, based on the population of each Region shall be made from Nigerian Government revenues ;
- (d) annual grants shall be made to the Regions in reimbursement of the expenditure incurred by them on the Nigeria Police and on Educational Grants-in-aid (other than special purposes grants) and in partial reimbursement of their expenditure on Native Administration Police ;
- (e) a " once for all " grant of the order of £2,000,000 shall be made to the Northern Region, with a view to remedying the serious under-equipment of that Region in respect of public works and public buildings ;
- (f) special grants may be made to the Regions, for a period not exceeding three years, in respect of the cost of providing services previously provided by the Government of Nigeria. For the present these grants form the bulk of Regional revenues, and will continue to do so until development allows the Regional Legislatures to make fuller use of their powers to impose taxes.

In addition to the above statutory grants, special grants to the Regions for 1952-53 were made at the instance of the Central Government. These were voted by the House of Representatives.

The following tables show, to the nearest thousand pounds, the actual revenue accruing to and expenditure incurred by, the Regional Governments in 1950-51 and 1951-52 ; the revenue figures include grants from Nigerian revenue and revenues declared Regional :

<i>Region</i>	<i>Revenue</i>	
	<i>1950-51</i>	<i>1951-52</i>
	£	£
Northern Region . . . . .	3,771,000	5,106,000
Western Region . . . . .	2,189,000	2,481,000
Eastern Region . . . . .	2,775,000	3,108,000
	<i>Expenditure</i>	
Northern Region . . . . .	3,699,000	3,576,000
Western Region . . . . .	2,099,000	2,371,000
Eastern Region . . . . .	2,758,000	3,158,000

The following tables show revenue and expenditure for local authorities in 1951-52—that is to say, Native Authorities, Townships and Local Government bodies :

<i>Region</i>	<i>Revenue</i>	
	<i>1950-51</i>	<i>1951-52</i>
	£	£
Northern Region . . . . .	3,379,000	4,520,000
Western Region† . . . . .	1,464,000	1,457,000
Eastern Region . . . . .	1,172,000	1,282,000
	<i>Expenditure</i>	
	£	£
Northern Region . . . . .	3,312,000	4,405,000
Western Region† . . . . .	1,339,000	1,517,000
Eastern Region . . . . .	953,000	927,000

† Includes Colony Native Authorities but excludes Lagos Town Council.

## Chapter 4: Currency and Banking

The West African Currency Board in London issues a special West African currency on behalf of Nigeria, the Gold Coast, Sierra Leone and the Gambia. It comprises notes of 20s. and 10s. denominations ; copper alloy coins of florin, shilling and sixpenny denominations and nickel-bronze coins of threepenny, penny, halfpenny and tenth-penny denominations. All currency units down to and including the three-penny piece are legal tender up to any amount while the remainder are legal tender up to one shilling. The currency is interchangeable with sterling at par, subject only to remittance charges. Currency is issued as required against payment to the West African Currency Board in London or against deposits of equivalent value with the agents of the West African Currency Board in one of the four West African territories. In Nigeria the main Currency Board Centre is in Lagos and there are subsidiary Centres at Kano, Port Harcourt, Ibadan and Victoria (Cameroons).

The remarkable rise in the circulation figures is, of course, attributable to a variety of factors, mainly the high prices for export crops.

Another feature was the marked increase in the demand for notes. It was perhaps inevitable in the earlier stages that coins should be preferred, particularly in the less progressive areas, but while the shilling coin is still the most favoured unit, notes are rapidly becoming more popular and now represent 38 per cent of the total circulation as compared with 7 per cent ten years ago. The tenth-penny coin is used in the north only.

Medicinal preparations not otherwise particularly exempted which contain 10 per cent or more by volume of ethyl alcohol, naphtha or methyl alcohol (methanol) purified so as to be potable . the gallon- £4 10s.  
or *ad valorem* 66½ per centum, whichever is the higher.

The general rate of duty on goods not specifically mentioned in the tariff (of which the above is only an extract) was 20 per cent *ad valorem*. Exemptions from import duties included many types of medicinal preparations, drugs, anaesthetics and dressings, manures and fertilisers, cheap wireless receivers, disinfectants, books and many types of educational equipment and many classes of provisions.

### Export Duties

Cocoa Beans . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with regulation 103A of the Customs Regulations, does not exceed £150 per ton, with an additional one-tenth of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £150 per ton, provided that the amount of duty chargeable shall not exceed 20 per cent of the value, calculated as aforesaid.
Groundnuts . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £65 per ton, with an additional one-tenth of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £65 per ton, provided that the amount of duty chargeable shall not exceed 20 per cent of the value, calculated as aforesaid.
Palm Kernels . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £50 per ton, with an additional one-tenth of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £50 per ton, provided that the amount of duty chargeable shall not exceed 20 per cent of the value, calculated as aforesaid.
Palm Oil, Edible . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £75 per ton, with an additional one-tenth of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £75 per ton, provided that the amount of duty chargeable shall not exceed 20 per cent of the value, calculated as aforesaid.
Timbers (Scheduled) . .	In log form—3 <i>d.</i> per cubic foot; sawn timber (excluding plywood) not exceeding 6 inches in thickness or as veneers—2 <i>d.</i> per cubic foot.
Timbers (Others—excluding plywood) . . . .	1 <i>d.</i> per cubic foot.

Certain types of imports and exports detailed in the Second and Third Schedules to the Customs Ordinance were prohibited, including air pistols, indecent or obscene articles and machines for duplicating keys. Among prohibited exports were African antiquities or works of art of historical, archaeological or scientific interest executed prior to 1918, and explosives.



year. Many payments, each in excess of £2,000, and several of more than £10,000 have been made from accounts of this nature whilst no corresponding deposits to compensate for these withdrawals have been received.

The revised figures for 1951 show that there were 168,954 depositors whose accumulated balances totalled £3,238,906 ; on 31st March, 1952 there were 177,012 depositors whose accumulated balances stood at £3,724,377.

During the year Mr. J. L. Fisher, Adviser to the Bank of England, visited Nigeria to examine and report on the possibilities of establishing a Central Bank in the country.

## Chapter 5: Commerce

During 1952 the favourable visible balance of trade was reduced. Exports and re-exports totalled £129 million as against £120 million in 1951, whilst imports on the other hand rose sharply from £85 million in 1951 to £113 million in 1952.

### IMPORTS

Imports in 1952 amounted to £113,183,000 compared with £84,569,000 in 1951 and £61,868,000 in 1950. There was a general improvement in the supply of consumer goods but towards the end of the year prices tended to fall and buyers held back on this account. Capital goods, such as constructional steel and certain types of machinery, were still scarce and their supply from all sources tended to be more delayed. It is unlikely that there will be any improvement in this position until the momentum of the Western Rearmament Programme is reduced. There was a shortfall in cement shipments due to inadequate port handling facilities. A joint committee of representatives of the Conference Lines, the Railway and the Department of Commerce and Industries was set up under the chairmanship of the Development Secretary, and, aided by a falling-off of inward cargo, the position by the end of the year had improved considerably. The importation of a limited number of American and Canadian cars was permitted to satisfy the demand from owners required to tour extensively over rough roads.

The measures required from members of the sterling bloc to resolve the balance of payments problem hardly affected Nigeria's trade. There was some limitation on the import of textiles and iron sheets from Japan and on beer and other items from O.E.E.C. countries. Local stocks, however, were adequate in the face of a reduced demand and before the year's end restrictions had been largely lifted. The United Kingdom remained by far the most important supplier but there

The increase in the demand for notes in relation to coins continued and notes represented 43 per cent of the total circulation as compared with only 12 per cent ten years ago. The one-tenth penny coin was used only in the North.

The Accountant-General of the Federation, as Currency Officer, was the local representative of the West African Currency Board and the Bank of British West Africa Ltd. acted as the Board's local agents.

## BANKING

The main banks operating in Nigeria which have been licensed under the Banking Ordinance 1952 were:

*The Bank of British West Africa, Ltd.* with branches at Lagos (3), Abe, Abeokuta, Apapa, Benin, Calabar, Enugu, Gusau, Ibadan, Ikeja, Ilesha, Jos, Kaduna, Kano (2), Maiduguri, Onitsha, Oshogbo, Port Harcourt, Sapele, Sokoto, Warri and Zaria;

*Barclays Bank D.C.O.*, with branches at Lagos (3), Apapa, Enugu, Gusau, Ibadan, Ijebu-Ode, Ilorin, Jos, Kaduna, Kano, Maiduguri, Makurdi, Ondo, Port Harcourt, Victoria, Warri, Yola and Zaria;

*The British and French Bank (for Commerce and Industry) Ltd.*, with branches at Lagos and Kano;

*The National Bank of Nigeria Ltd.*, with branches at Lagos, Aba, Abeokuta, Ado Ekiti, Agege, Akure, Benin, Ibadan, Ife, Ijebu-Ode, Ilesha, Jos, Kano, Ondo, Oshogbo, Owo, Sapele, Shagamu, Warri, Yaba and Zaria;

*The Merchants Bank Ltd.*, Lagos; and

*The Agbon-Magbe Bank Ltd.*, with branches at Lagos, Shagamu and Zaria.

The first three of these banks were incorporated in the United Kingdom and the last three in Nigeria.

There is a Post Office Savings Bank, organised on similar lines to that in the United Kingdom. Its business was conducted throughout the country at 171 Post Offices and Postal Agencies. On 31st March, 1954, there were 209,472 depositors whose accounts totalled £4,314,731, an increase of over £25,000 as compared with the corresponding figures at the 31st March, 1953 (See also pp. 179-180).

## Chapter 5: Commerce

THE total value of exports and imports (including bullion and specie) for 1954 and the two previous years was as follows:

	1952	1953	1954
	£	£	£
Total Imports . . .	113,267,534	108,290,077	114,069,372
Total Domestic Exports .	125,135,458	120,889,203	146,236,957
Total Re-Exports . . .	4,394,651	3,342,702	3,295,106

Principal imports and exports are shown in the tables on pp. 34,35.

### General Conditions

Trading conditions were generally satisfactory throughout 1954 and supplies of all imported commodities were available in increased quantities and in greater variety. There was evidence of fairly extensive overstocking in textiles, and temporary gluts of cement, stockfish and some other commodities. As a result, although prices were generally stable, market conditions caused some fluctuation.

The London dock strike in the autumn interrupted the even flow of imports and, when it was over, the sudden influx of delayed shipments caused serious congestion at the Lagos customs wharf.

Germany and Japan made strenuous efforts to strengthen their overseas trade and a number of German business men and a Japanese delegation visited Nigeria. The Austrian Chamber of Commerce also sent a travelling exhibition.

Because of the Sterling Area's continued balance of payment difficulties, dollar purchases were still subject to very strict regulations; the general improvement in the position did, however, permit some relaxations of controls.

Exports to countries other than the Scheduled Territories and Scandinavia remained subject to licensing, but licences were issued freely, except for goods classified as "strategic materials" which were rigidly controlled whatever their destination.

The volume of entrepôt trade remained small and there were no changes in the conditions affecting it.

There was a considerable improvement in the standard of the quarterly trade publication, the *Nigeria Trade Journal*, and a second, completely revised, edition of the *Handbook of Commerce and Industries* was published. Both these publications have a wide distribution overseas and were well received in Nigeria.

### Channels of Distribution and Price Control

Although Nigerians were gradually increasing their share of overseas trade, approximately 70 per cent of imports for internal consumption were still channelled through the few major overseas firms. From their numerous branches throughout the country these firms distributed through Nigerian traders to whom they sold on a wholesale basis.

Nigerian merchants were given every assistance and encouragement to form trade associations and were put in touch with overseas suppliers and buyers both directly and through these associations. The increasing number of requests for "status" reports during the year indicated the growing interest of Nigerians in overseas trade.

There was no official price control or any interference by the Government with the distribution of goods. Constant watch, however, was kept on the general distribution of key commodities and, where necessary, help was given in securing freight priorities to enable up-country stocks to be maintained at a satisfactory level.

### *Trade Malpractices*

There was a reduction in the number of trade malpractices reported, and although this disturbing feature of trade still existed, it was becoming apparent that the larger and more responsible Nigerian traders were realising their business obligations.

### *The Lagos Trade and Industrial Advisory Committee*

This committee still met regularly to discuss ways of improving trade conditions throughout Nigeria, and particularly in Lagos.

### *The Trade Commissioner for Nigeria*

Close contact was maintained with the Trade Commissioner for Nigeria, in London, in establishing liaison with individuals and organisations whose interests related to trade with and development in Nigeria.

## DIRECTION OF TRADE

### *Value of Imports by Principal Countries of Origin*

£'000

<i>Country of Origin</i>	<i>1952</i>	<i>1953</i>	<i>1954</i>
United Kingdom . . . . .	58,316	57,402	51,701
India . . . . .	6,471	6,139	7,253
South Africa . . . . .	388	563	429
Hong Kong . . . . .	317	908	1,488
Other Commonwealth Countries .	1,465	923	1,447
Belgium/Luxemburg . . . . .	2,079	1,304	2,123
France . . . . .	1,457	1,000	1,724
Germany (Western) . . . . .	6,364	8,627	10,373
Italy and Trieste . . . . .	3,883	3,951	3,517
Japan . . . . .	11,345	5,576	9,352
Netherlands . . . . .	3,783	4,003	4,375
Netherlands Possessions . . . . .	4,558	3,787	2,446
Norway . . . . .	2,668	3,286	3,532
U.S.A. . . . .	5,181	4,253	5,384
Other Countries . . . . .	3,613	4,810	7,195
Parcel Post . . . . .	1,381	1,758	1,730
<b>TOTAL £'000 .</b>	<b>113,269</b>	<b>108,290</b>	<b>114,069</b>

the implementation of the new Constitution with its emphasis on regional autonomy, and, secondly, the emergence of the Production Development Boards as executive agencies.

The Industrial Branch began to transfer to other organisations projects started as pilot schemes which had become going concerns. Notable among such schemes were the Pioneer Palm Oil Mills Scheme in the Eastern Region, the dairy at Vom and the cannery at Ibadan, which are now controlled by the Regional Production Development Boards. Relieved of these responsibilities, the Branch was able to initiate investigations and research into the problems of industrialisation.

The Commerce Branch was able to extend its services to Nigerian businessmen and to proceed with its objective "to secure a larger share of the world's trade for Nigeria and a larger share of Nigeria's trade for Nigerians."

Trade Offices have now been opened at Ibadan, Kano and Port Harcourt, the latter in August of this year. The *Handbook of Commerce and Industry* was produced in time for the British Industries Fair and has received considerable appreciation and a wide distribution. This publication will be revised annually and a quarterly edition of the *Trade Journal* is planned to begin early in 1953.

*Trade Commissioner for Nigeria.* Increasing use has again been made of this office (part of the Office of the Commissioner for Nigeria in the United Kingdom, at 5 Buckingham Gate, S.W.1) both by Nigerian merchants seeking business contacts in the United Kingdom and Europe and by British and overseas firms enquiring about industrial and trade openings in Nigeria. The Trade Commissioner continues to do much valuable work in providing liaison between importers and suppliers, and in reducing delays in delivery dates.

*Trade Advisory Service.* This service continued to be fully used. Numerous enquiries were received from the United Kingdom and other countries requesting assistance in contacting suitable Nigerian exporters and importers, and from Nigerian firms wishing to establish business connections abroad. That the service is gaining wider recognition abroad is proved by the volume of correspondence received daily and by the number of visits made by representatives of overseas firms to Lagos and Regional Offices.

In future, additional staff will ensure a still closer contact with the Nigerian traders in the Regions. Information on firms and individual traders has been steadily expanded.

*Trade Malpractices.* No appreciable reduction in the number of complaints is yet in evidence. The Police are kept constantly supplied with facts which come to the notice of the Department and several successful prosecutions have resulted. Intervention on behalf of firms abroad, unfortunate in transacting business with ignorant and irresponsible traders, has yielded some result and several debts have been recovered.

Amicable settlements of business disputes have been possible in certain instances.

*Lagos Trade and Industrial Advisory Committee.* This Committee met ten times in 1952. Discussions covered a wide range of subjects, including, among others, means of relieving the congestion in Lagos port ; improvement in Customs auction sales procedure ; examination of the working of sole agency arrangements ; encouragement of new shipping lines operating in Nigeria, and immigration policy, with particular reference to retail trade by expatriate firms. By far the greatest time and attention was devoted to a detailed examination of the procedure regarding Customs auction sales, and as a result of proposals accepted by the Comptroller of Customs and Excise, these sales have now ceased to have an adverse effect on the trade of the genuine businessman. It has also been possible to protect the interests of the exporters of goods to Nigeria to a greater extent than before. A talk on the work of the United Kingdom Trade Commission in Nigeria was given to the Committee by Mr. D. Broad, the United Kingdom Trade Commissioner in West Africa. The Committee also received a deputation from the local consular representatives for a discussion on certain proposals aimed at eliminating the incidence of fraud in business transactions between Nigeria and the countries concerned.

## Chapter 6: Production

### AGRICULTURE

Over the whole year, rainfall was some 15 per cent above normal in the southern part of the Western Provinces, and generally normal over the rest of the Western and Eastern Provinces. In the Northern Provinces it was between 10 per cent and 20 per cent above normal in the region north of the Plateau (Potiskum, Kano, Katsina, Gusau, Zaria) and was well distributed through the season which lasted from the second week of May to the second week of October. Over the Plateau and to the west, rainfall was some 5 per cent to 10 per cent below normal, and elsewhere in the Northern Provinces it was roughly normal. No very marked differences from normal occurred in temperature and humidity.

The 1952 season was particularly favourable to the production of local food crops in all areas. In the Northern Region the farmers enjoyed one of the best seasons on record ; a season in which the rains started late but were evenly distributed and finished strongly : in which practically all crops produced abundantly : in which the prices of export crops were high and in which the quantities bought for export broke all records. Food prices did rise but not in proportion to the

*Value of Exports (including Re-exports) by Principal Countries of Destination*

£'000

<i>Country of Destination</i>	<i>1952</i>	<i>1953</i>	<i>1954</i>
<b>DOMESTIC EXPORTS</b>			
United Kingdom . . . . .	100,358	96,962	105,367
Eire . . . . .	1,169	—	—
South Africa . . . . .	161	151	180
Gold Coast . . . . .	300	212	207
Canada . . . . .	627	460	252
Other Commonwealth Countries .	395	136	805
Denmark . . . . .	136	431	1,032
France . . . . .	334	340	2,301
Germany (Western) . . . . .	2,556	2,458	4,529
Netherlands . . . . .	2,209	3,232	9,583
Norway . . . . .	400	380	546
U.S.A. . . . .	14,820	14,276	15,654
Other Countries . . . . .	1,608	1,805	5,747
Ships' Stores (Domestic Exports)	62	46	34
<i>Total Domestic Exports</i> . . . . .	125,135	120,889	146,237
<i>Re-exports (including parcel post)</i>	4,395	3,343	3,295
<b>TOTAL £'000</b>	<b>129,530</b>	<b>124,232</b>	<b>149,532</b>

## Chapter 6 : Production

### LAND UTILISATION AND TENURE

A sample survey of agriculture in Nigeria was carried out in 1950-51, as part of the World Census requested by the Food and Agriculture Organisation of the United Nations. The details of land utilisation which it provided were given in the 1953 Annual Report. Out of a total of 362,550 square miles covered by the survey, 31,831 square miles were under farm crops, 49,949 square miles were fallow, 27,101 square miles were forest reserves and 244,669 square miles were uncultivated bush and waste ground.

There is still soil erosion and poverty of soil throughout the country but the farmers are gradually learning to counter erosion by contouring and to improve their land by fertilisation. A good deal of useful research into questions of land utilisation and fertilisation has been carried out by soil survey teams in various parts of the country.

#### *Water Conservation*

The only legislation governing the ownership of water or water rights in the country was the Minerals Ordinance, Section 3 of which provided that "the entire property in and control of all rivers, streams and water-

courses throughout Nigeria is and shall be vested in the Crown save insofar as such rights may in any case have been limited by any express grant made before the commencement of this Ordinance." Water resources and conservation were the responsibility of the Regional Governments but no legislation had yet been enacted by the Regions in this respect. Inter-regional inland waterways and water control affecting the supply of water to more than one Region came under the control of the Federal Government.

Although several irrigation schemes were being conducted in the Northern Region, under the control of Settlement Regulations, in the period reviewed there was no legislative provision for the major conductor canals which were needed in the Region.

#### LAND UTILISATION AND CONSERVATION IN THE REGIONS

##### *Eastern Region*

According to the sample survey of agriculture in 1950-51, land in the Eastern Region including the British Cameroons was utilised as follows:

	<i>Area in Square miles</i>
Under farm crops . . . . .	6,568
Under tree crops . . . . .	1,235
Fallow . . . . .	16,615
Forest Reserves . . . . .	4,630
Non-agricultural . . . . .	547
Grazing . . . . .	1,141
Uncultivated bush and waste . . . . .	10,616
Coastal Swamps . . . . .	4,713

The system of land tenure made it possible for most adults to have land which was virtually their own although the actual ownership was usually on a communal basis. The farms tended to be small but were generally large enough to provide food for the family which, in its turn, supplied most of the labour. Many of the farms also had produce for sale in the local market or for export through a marketing organisation.

Soil erosion has always been a very serious problem and although the Administration and the Agricultural Department have been teaching the farmers to prevent further damage by contouring and the planting of soil-retaining grasses, there was little they could do to rehabilitate the already badly eroded land. Cropping tended to be limited to a few main staples and condiments and fertility must be maintained by shifting cultivation. This, in its simplest form, consists in clearing a patch of land and cultivating it until it is exhausted, then abandoning it for good and clearing another patch. This system is only possible of course where the land is thinly populated. Where the population pressure necessitates the return to fallow land, the crop-fallow relationship may be as much as 10 years or as little as 2 years. There is little or no manuring and the land suffers from lack of humus owing to the practice of burning the bush when clearing takes place.

The Region had not yet legislated directly for the control of land utilisation, but it had conferred upon Native Authorities, Local Govern-



ment Councils, and a number of public corporations, the power to acquire and hold land for a variety of purposes. Native Authorities might under Sections 23 and 25 of the Native Authority Ordinance (Cap. 140) issue orders and make rules for the control, utilisation and disposition of lands under their jurisdiction. Similar powers were enjoyed by Local Government Councils under Sections 101 and 106 of the Eastern Regional Local Government Ordinance, (No. 16 of 1950). These powers had so far been very little used.

### *Western Region*

No exact records of the areas devoted to agriculture are available. Broadly speaking it may be said that there was hardly any land set aside specifically for pastoral purposes, and that arable land was held under a complicated system which does not lend itself readily to calculation. Approximate figures of areas under cultivation, excluding Oyo Province for which figures were not available, were given in the 1950-51 World Census as follows:

	<i>Square miles</i>
Under farm crops . . . . .	3,125
Under tree crops . . . . .	2,483
Fallow . . . . .	10,007
Forest Reserves . . . . .	6,545
Non-agricultural . . . . .	246
Uncultivated bush and waste . . . . .	9,376

With the exception of the United Africa Company palm plantation at Sapele and the Western Regional Production Development Board's Apoje and Upper Ogun estates, the land was farmed by peasant farmers working with simple hand tools and with very limited capital. Some labour is employed by cocoa and rubber farmers at the busy seasons.

The Native Authority Ordinance (Cap. 140) and the Local Government Law (No. 1 of 1953) made provision for the enactment of subsidiary legislation on land utilisation by local government bodies. In the areas where such legislation existed the results varied considerably, depending upon the energy of the local authority and the agricultural knowledge and needs of the particular community. The most effective control was undoubtedly maintained in those areas constituted Government or Native Authority Forest Reserves, but equally certainly this was, to the indigenous inhabitants, the least attractive form of control.

### *Northern Region*

The following are figures for land utilisation in the Northern Region based on the World Census of 1950-51:

	<i>Square miles</i>
Under farm crops . . . . .	19,122
Under tree crops . . . . .	123
Fallow . . . . .	26,313
Forest Reserves . . . . .	15,926
Non-agricultural . . . . .	2,143
Uncultivated bush and waste . . . . .	218,155

The economy of the Northern Region is primarily agricultural and all arable land and pasture is used exclusively by the native communities, with the exception of a few plots which were used by the Agricultural Department for experimental purposes and as tractor unit farms.

There were no laws in the Northern Region relating to land or water conservation and utilisation, but there were some Native Authority Regulations relating to land conservation. These were of a general nature, on the lines that a farmer must farm in accordance with the soil conservation principles laid down by the Native Authority on the advice of the Department of Agriculture.

#### LAND OWNERSHIP

Lack of appropriate terminology makes a description of Nigerian land tenure difficult. The terms of English land law are apt to be misleading when applied to Nigerian concepts. The word "ownership" cannot be correctly applied to the system of rights the Nigerian has over land. The average occupier has a possessory right or title which he enjoys in perpetuity and which gives him powers of user and disposition hardly distinguishable from those of an absolute free-holder, except that of absolute alienation. He cannot alienate his holding so as to divest himself and his family of the right to ultimate title. This ultimate title of the family may be the right to the redemption in case of mortgages or a right to the reversion in cases of grant *inter vivos*. It is this family or group concept that is customarily called "communal" tenure.

In recent years such factors as the increasing population, cash economy, the growth of towns and the infiltration of English notions of land tenure tended to emphasize personal rather than group rights and liabilities. The result was that in 1954 title might vest in an individual, a family, or a kin group numbering anything from several dozen to several hundred people and perhaps even in a whole village. When the land was communally owned, individuals usually had exclusive rights as long as they occupied any particular piece of land, and it was only unoccupied land which actually remained communal. The principle was that continuous physical occupation established a personal interest and the common rights became thereby reduced or extinguished. At the same time certain rights such as pasture, hunting, the collection of firewood or the cutting of thatch grass and building poles might remain common to the whole community.

In the cultivation of new ground the basic concept was always that the man who clears the land has the right to use it. The permanence of right varied, however. In the thinly populated areas an individual's rights might end when his piece of land reverted to fallow, but where population was dense or where farmland was scarce because of its poor quality, the rights in fallow were as strong as those in land actually under cultivation.

#### *Legislation on Land Ownership*

The official policy of land ownership was that outside the area of the

together with interest, might be spent during the 10-year period after the close of the 1956-57 financial year. Thus an income, large enough to support a team of suitably qualified staff and to finance the many necessary research projects, has been assured to the Institute for 15 years, very largely through the Board's liberal endowment.

*Cotton Marketing Board.* The work of production development, initiated and financed by the Board and carried out by the Cotton Co-ordinating Officer and the Cotton Cultivation Officers, is now beginning to show results ; this work has included the opening up of new development areas, increasing the number of markets, distributing fertiliser, multiplying higher yielding strains and accelerating their distribution. These measures were, until early in 1952, undertaken by the Board which, however, agreed that they should be handed over to the Production Division of the Northern Regional Agricultural Department ; the Division is financed by the Regional Production Development Board with an agreed proportion of expenditure contributed by the Marketing Board. This arrangement conforms to the policy of the Northern Regional Government of maintaining a balanced agricultural economy and, at the same time, increasing as far as possible the production of cash crops. The Board has continued to undertake measures to improve marketing facilities and develop feeder roads, the improvement and development of major roads serving the cotton areas being the responsibility of the Northern Regional Production Development Board under its road programme, to which the Marketing Board has contributed some £200,000.

The 1951-52 record cotton crop coincided with a record groundnut crop and, as a result, storage and evacuation problems became acute ; the season's production of cotton lint was railed and shipped by the end of 1952 but cottonseed stocks are unlikely to be cleared before the middle of 1953.

As a result of its operations during the 1951-52 season the Board realised a surplus of about £2 million thus raising the total of its stabilisation reserves to about £4 million.

### *Improvement of Production Methods*

*Regional Production Development Boards.* The stimulation of production is the main function of the Regional Production Development Boards ; they receive large grants from the various Marketing Boards. The Cocoa Marketing Board has allocated some £7 million to the Western and Eastern Regional Production Development Boards ; the Oil Palm Board has allocated over £5 million to the Boards of all three Regions ; and the Groundnut Marketing Board has allocated about £3·4 million to the Northern Regional Production Development Board.

The most important of the projects on which these funds are being spent are as follows :

customary systems of land tenure as far as they were compatible with modern agricultural methods. The Regional Government also encouraged all Local Government bodies to exercise their powers in land matters and to institute Land Registries for the recording of land transactions. The Sessional Paper dealt, in addition, with the need to encourage community farming to combat excessive fragmentation of holding, with the possibility of settlement schemes and slum clearances, and promised an overhaul of existing land laws.

Except where legislation existed to the contrary, the ownership and devolution of land was governed by native law and custom and these land laws varied from place to place. There had been no attempt made to codify the land laws or to impose a common system of land tenure, but Native Authorities and Local Government Councils were given powers to control the alienation of land. Unfortunately these powers had so far been little used, although undesirable practices in this respect were obviously taking place.

The area of Crown Land in the Region was approximately 48,900 acres, of which about 29,000 acres were freehold and about 19,300 leasehold. Parts of this area were vested in, or were being transferred to, a number of public corporations, but their extent was not yet known. In addition, some 4,500 acres of Crown land were occupied by, or allocated to, the Nigerian Railway. Since the 1st October, 1954, considerable areas of Crown land have been vested, under the Apportionment of Assets and Liabilities Order (Legal Notice No. 130 of 1954), in the Government of the Federation of Nigeria. The remaining Crown land was vested in the Governor of the Eastern Region, in trust for Her Majesty, for the purposes of the Region. Action was being taken to compile a record of those lands vested in the Federal Government.

No records have been kept of the area of private land held by non-indigenous inhabitants of the Region. To compile such a record would require a great deal of labour, but steps to do so were to be taken. The figure will necessarily be only approximate, since many old grants have not been accurately surveyed.

The bulk of Crown land had been acquired for the general purposes of Government, and most of it was situated at Provincial and Divisional headquarters. Not more than 5 per cent of Crown land was leased to private persons and organisations.

Apart from a small number of agricultural estates, to which reference has already been made, the trading companies held land for the sale of imported goods, the purchase of export produce and the residence of their staff. Missionary bodies held land mainly for religious, educational and medical purposes. There has been a tendency for them to apply for large areas of agricultural land in connection with their missionary activities, but this development was being closely watched.

The recently established public corporations were taking up considerable areas of land to carry out their statutory functions, but care was taken to ensure that native communities were not thereby deprived of sufficient land for their subsistence. Nearly all such land was being acquired in thinly-populated areas.

demonstrations of fertilisers have again been carried out and a start was made in selling fertilisers, but this brought to light the need for a credit system as many farmers had to restrict their purchases through lack of ready cash. This problem will have to be faced if the large-scale use of fertilisers is to be adopted. Whereas previous work has given a useful indication of the type of mixture required and the general rate of application to food crops such as yams and cassava, in 1952 experiments were confined to narrow geographical limits in order to obtain more accurate information. In the Western Region fertiliser experiments were carried out on yams, maize, rice, cotton and cassava. The present indications are that, except in special circumstances, commercial applications may be uneconomic in the Forest Zone of the Region.

*Irrigation.* With the welcome recruitment of six irrigation engineers it has been possible to initiate surveys of suitable areas and to concentrate on the projects already in existence. The two most important irrigation schemes, from an agricultural view point, are at Bida and Badeggi. The Bida Scheme is strictly experimental and is designed to protect some 3,000 acres from flooding by the construction of an embankment, some 5 miles long, running parallel to the Kaduna River. About one mile has been completed in addition to the diversion of two perennial streams which previously passed through the area. Over 5,000 feet of distributing and 14,000 feet of field channel were completed to give command of over 600 acres. If this scheme proves economically sound the principle on which it is based should have wide application in local alluvial soils.

The Badeggi Scheme is a straightforward project for supplying irrigation water to 2,500 acres for rice production from a perennial stream. A main canal over 9,000 feet long has been dug and a branch canal is under construction. It is hoped that the experience gained from this scheme can be widely applied in other larger and wider projects.

The Irrigation Training School at Sokoto has continued to function satisfactorily. During the year 17 officers of the junior grade successfully completed the training course. In Sokoto Province four small prototype village irrigation schemes were completed and are now under observation to determine whether technical modifications will be necessary in designing further schemes of a similar type.

An Irrigation engineer is to undertake a general survey of the Western Region with a view to increasing swamp rice production.

*Mechanisation.* There is still no evidence to show that tractor cultivation can yet be economically employed in upland farming in northern Nigeria. The crops, soil and rainfall of this area do not lend themselves to complete mechanisation and the saving of hand labour is not sufficient to compensate for the cost of maintaining the equipment. On the other hand, the mechanical cultivation of low-lying swamp land which involves only ploughing and disc-harrowing is remunerative and has been successful at Sokoto, Kano, Shemanker, Bida and Yola. A

claimed, often with conflict, by individuals, family groups, communities or tribes.

The area of Crown land in the Region, including the Colony Province, was approximately 90 square miles. No final decision had yet been reached as to division between the Federal and Regional Governments.

The system of family or group ownership still existed generally throughout the Region, although there was a strong tendency to break away from it in some districts. Improvements in the form of bush clearance, the erection of buildings, etc., were accepted as conferring property rights upon the individual and these rights become hereditary. In the areas of shifting cultivation such rights had not the same importance as in cocoa, palm oil and kola producing areas, where there were now continual disputes and widespread fragmentation. It was clear that the traditional system of tenure would eventually be abandoned in these areas and also in the urban areas where the individual was becoming increasingly aware of the need for clear title to well-defined plots. The grant of leases of land held by the family or group was fraught with difficulties, as one recalcitrant member could retard completion to the detriment of the group and the community at large.

Leases of Crown land, and leases of native land to aliens, followed English forms. With regard to grants to Nigerians in undeveloped areas, the family or group concerned would make the grant in the traditional form, which was accepted by the community without any written record being obtained; in urban areas the formal deed, followed by the registration of the deed (there was no system of title registration within the Region), was becoming an accepted practice. The renting of rooms by verbal agreement on a monthly tenancy might be said to be universal.

### *Northern Region*

In the Northern Region the land law was the Land and Native Rights Ordinance. Under the provisions of this Ordinance, the existing native customs with regard to the use and occupation of land were preserved, the control of all native lands was vested in the Governor, as trustee, for the use and common benefit of the indigenous natives, the transfer of land by sale or otherwise by a native to a non-native without the consent of the Governor was prohibited and the Governor was empowered to grant rights of occupancy to natives and non-natives or to revoke such grants and to make land available for public purposes.

Policy has been to restrict to the Governor the power to grant rights of occupancy over land to expatriates, companies, firms and other corporate bodies, and to allow Native Authorities to continue to deal with customary tenure. In towns where there was a mixed population of natives and native foreigners, and where plots were laid out for residential or trading purposes, or both. Regulations made under the Ordinance empowered Native Authorities to grant land titles for a term not exceeding 20 years to such persons as were ordinarily subject to their jurisdiction. Regulations had also been made under the Ordinance to empower Local Authorities to grant rights of occupancy in some towns.

The traditional conception of customary tenure was that the use of the land was vested in the community.

Almost all the land in the Northern Region was held and used by the indigenous inhabitants. That held by the non-indigenous inhabitants was mainly in the form of small plots for trading and residential purposes and was held on lease, the term not generally exceeding 40 years. Mining leases were not usually granted for terms of more than 21 years. The Government held land for offices and other public service buildings and a few larger areas for experimental and demonstration farming.

With regard to customary tenure, the renting of rooms or houses was common in urban areas where there were wage-earners. It was wholly unknown in pre-British times. Tenancy in such cases was usually on a monthly basis and rent was paid in cash. In rural areas, loaning of farms was rare except in congested areas where there was a shortage of farmland. Where a farm was loaned, rent was usually paid in kind, a portion of the crops often being made over by the tenant to the landlord.

Where title to land was granted by the Governor, the occupier might not alienate without the consent of the Governor.

In the Northern Region the Native Authority (Control of Settlements) Regulations empowered Native Authorities to declare settlement areas, divide each settlement area into agricultural holdings, residential and trading plots, communal grazing areas and catchment areas, etc., issue titles to settlers, revoke such titles and approve transfers and mortgages.

#### AGRICULTURE

Statistics of production of the principal crops are given in the table on p.66. The majority of the figures are based on the World Census of Agriculture, 1950-51, but in one or two instances estimates have been made for 1954. In the case of some crops the calendar year coincides with the crop year, but in others the crop years vary considerably.

The most important food crops are guinea corn and millet in the north and yams in the south. Rice, maize and cassava are grown in many parts of the country. The main export crops are cocoa, palm kernels, palm oil, groundnuts, rubber, cotton and bananas. Brief particulars of the principal food and export crops are given below.

#### *Guinea Corn*

According to the sample census (1950) the total area under this crop was 4,175,000 acres producing 1,776,000 tons. The figures for 1954 have been estimated at roughly 4,500,000 acres producing approximately 1,950,000 tons. The yields in most areas were good, an average may be taken as 8 cwt. per acre, although the range of climates, soils and methods of planting cause wide variation. Guinea corn is a peasant crop produced by peasant farmers throughout Northern Nigeria. There is less guinea corn and more millet in the extreme north. It is prepared by traditional methods, usually threshed in a mortar, the bran being taken off by further pounding and the grain ground by hand stones.

Marketing takes place at all stages from the producer himself to small middlemen, contractors and major employers of labour. There was little organisation or control. Scarcity-induced peak prices ranged from £30-£40 per ton during August and September, 1954, but a fall to the more normal range of £20-£30 per ton took place after the harvest. Rainfall was above normal and in several places was the highest ever recorded. The high prices brought about by scarcity the previous season led to increased acreages being planted and prices returned to normal.

In the growing of guinea corn the calendar and the crop year coincide.

### *Millet*

As in the case of guinea corn the calendar and crop year coincide. No further assessment of the total area under this crop has been possible. The figures obtained by the sample census in 1950 were 3,169,000 acres producing 927,000 tons. The census figures indicate a yield of about 5 cwt. of grain per acre. Production is entirely in the hands of individual peasant farmers and the crop predominates in areas of comparatively low rainfall. It is prepared for marketing by the same traditional methods as those described above for guinea corn.

The production of this crop in 1954 was generally above average although some early drought affected yields, which were generally not as good as those of guinea corn.

### *Groundnuts*

Here again the calendar and crop years coincide. In the Eastern and Western Regions, groundnuts are grown by peasant farmers, mostly for local consumption, and are marketed through the usual village markets.

In the Northern Region the acreage under groundnuts was reduced, as farmers found that they had cut their corn acreages too much the previous season. The estimated acreage may therefore be reduced to some 1,900,000 acres, producing 525,000 tons, of which some 372,700 tons were available for export.

Yields were generally good, the high rainfall in the Northern area favouring groundnut products. Groundnuts are grown mostly by individual peasant farmers in the Kano, Katsina, Bornu and Sokoto Provinces. The bulk of the crop is decorticated by pounding in a pestle and mortar and winnowing. In some remote areas, hand decortication is practised. Suitable types of hand decorticators have been found and their use was being advocated throughout the groundnut area. Trials of larger machine-driven types were being conducted.

Four privately owned groundnut oil mills in Kano had a total annual capacity of approximately 100,000 tons of groundnuts. During 1954 they processed 78,434 tons of groundnuts and after supplying local requirements 30,633 tons of oil were exported.

Marketing arrangements were in the hands of the Groundnut Marketing Board, later succeeded by the Northern Region Marketing Board.



caused by shortages of supervisory staff and of water ; most of the buildings at the sub-station are nearing completion. While the staff situation has recently improved there is still a shortage of research officers. A planting programme of 120 acres was carried out thus bringing the total planted area at the main station up to 960 acres ; two-thirds of this is now in bearing and losses do not exceed 1 per cent. There has been an intensification of research activities by the Agronomy Division while germinating and fertiliser experiments have been carried out, although they are still in their early stages ; the Plant Breeding Division carried out studies on rooting habits and on the improvement of controlled pollination. The Pathology Division has concentrated on nursery and nutritional diseases with encouraging results. The Chemistry Division has carried out studies in oil content but the Engineering and Physiology Divisions are not yet functioning owing to lack of staff. The Plantation Management Division is responsible for management and development at all stations including a Unit Plantation, covering 100 acres, which is being run on strictly commercial lines ; now in its third year it has already provided much useful information.

*Other Crops.* A collection of good rubber clones was started at Ibadan. Special attention was paid to the rapid spread of red rot disease of Sugar cane and the importation of new varieties is in hand. An investigation was made into the *Phytophthora* blight attacking Irish potatoes in the Bamenda uplands of the Cameroons. A two year survey of the stem borers attacking cereals in the Northern Region was completed and the results indicate that the losses due to these insects may be considerable. Further trials with farmyard manure and fertilisers were carried out by the Chemistry Section of the Agricultural Department.

### *Produce Inspection*

The Produce Inspection Service of the Department of Marketing and Exports is responsible for assessing and maintaining the quality of all export produce purchased by the Marketing Boards ; up till October it also provided a voluntary system of timber inspection. Palm kernels and groundnuts are inspected for purity only, while cocoa and cotton are inspected for purity and are also graded ; the service has also undertaken the grading of Special Grade palm oil but it inspects Technical palm oil for impurities only.

The quality of palm kernels has continued to be fairly satisfactory. Almost 30 per cent of the total palm oil purchases during 1952 were of special grade quality and no complaints were received from bulk oil plants of the arrival of oil with an excess of impurities other than water.

Inspection and grading of cotton was carried out in the markets by cotton examiners employed by the Native Authorities under the supervision of officers of the Inspection Service. There was a slight decline in the percentage of Grade 1 cotton, due to better grading and closer supervision ; the record crop produced problems of storage which had

and the Cameroons, producing 5,486,000 tons of yams. It seems probable that the acreage and production have increased since then.

Yields per acre vary with the variety, the fertility of the soil and the time of planting and may be as low as 2,000 lb. and as high as 14,000 lb. The application of fertiliser can increase yields by some 50-60 per cent on the average.

The bulk of the crop is not processed although some is turned into yam flour by slicing, drying and pounding.

Yams are marketed for internal consumption in the normal way through village markets. A considerable quantity of yams was sent from Ogoja Province in Eastern Nigeria to supply the overpopulated areas in Owerri Province, and from Ilorin and Kabba in the North to the cocoa-growing areas of the Western Region.

High rainfall produced good yields and prices were maintained by the continued demands from the cocoa-growing areas. The prices normally range from £7 to £46 per ton and are occasionally higher according to season.

### *Rice*

Rice is grown throughout Nigeria, the largest areas being in the Northern Region. The 1950-51 sample survey gave the acreage in the Northern Region as 305,000 with a production figure of 156,000 tons.

Rice is a peasant crop and there were no large-scale schemes, although there was a certain amount of mechanical cultivation or irrigation being carried out in the Northern Region. In the Eastern Region steps were being taken by the Agricultural Department to encourage rice planting in the mangrove swamp areas of Calabar and Rivers Province. The majority of the Eastern Region rice acreage was in Ogoja Province where production was expanding steadily.

Yields vary from as low as 500 lb. of paddy rice to the acre to 1,300 lb. On good soils in the Eastern Region the yield has been as much as 1-1½ tons.

Processing is mainly done by parboiling, pounding and winnowing, but a number of rice mills have been installed in the Northern Region. In the Eastern Region the Agricultural Department has erected mills in certain marginal areas to encourage rice-growing; once a mill had been established it was sold to private enterprise. There was a thriving industry at Abakaliki, in the Eastern Region, where there were 48 privately owned mills in operation. Middlemen buy the rice from farmers in the outlying districts and then distribute it throughout the region after it has been milled at Abakaliki. It was reported that some 30,000 tons of paddy rice were milled at Abakaliki during 1954.

There was also an increase in small rice mills in Abeokuta Province in the Western Region where there were 71 mills in operation. A mobile mill operated in conjunction with a mobile thresher proved to be very popular in Oyo Province.

There were no exports of rice and marketing was carried out through complex channels of local trade. The rice may pass through a dozen

agencies between the farmer and the eventual consumer who purchases it by the cigarette "cup" in his local market. In the North prices to the producer varied between £30-£60 a ton.

### *Maize*

The crop and the calendar year coincide. The sample survey of 1950-51 estimated that there were a total of 2,509,000 acres under maize in Nigeria and the Cameroons producing 198,000 tons. It is grown by peasant farmers, mostly women, throughout the Regions and the average yield is difficult to estimate. Maize is generally grown as an intercrop, when an average yield of 755 lb. of dried grain per acre may be expected, or as an early catch-crop. When grown as a sole crop, on good soil, a yield of 1,200 lb. per acre can be expected.

In certain urban areas there were a number of power-driven corn grinders owned by African business men and these were becoming more numerous in the Western Region. In the main, however, maize was not processed, except by hand pounding, and much of the crop was eaten on the cob.

For domestic consumption, maize was marketed through village markets and sold by the cob, either green or dried. The price varies with the season.

There was no export of maize.

### *Cassava*

The season for cassava-growing varies, but is usually from July-August in one calendar year to the same period in the following year.

Cassava was grown in all the Regions and was becoming particularly important in the Eastern Region because the planting material was readily available and less expensive than seed yams and the average yield higher than that of yams. In the sample survey of 1950-51 the acreage devoted to cassava in the Eastern Region was given as 1,491,000 and this was increasing. There had also been a considerable increase in the cassava acreage in the Northern Region, which was estimated at 347,000 in 1950. The total production figure for Nigeria in 1950 was estimated at 9,216,000 tons.

Cassava responds well to fertiliser application and in the Eastern Region it was used by the Agricultural Department as a demonstration crop. It is a peasant crop, largely grown by women, and the yields per acre in the Eastern Region vary from 7,000 to 11,000 lb. dependent upon the soil and whether it is grown as an inter-crop or as a sole crop. In the Northern Region the average yield varies from 2 to 3 tons per acre.

In the Northern Region cassava is eaten in root form after cooking but in the Eastern and Western Regions, although it may be sold in the market as tubers, it is more usually processed by hand, either as fermented cassava or as farina, known locally as "garri." In the former case, the tubers are soaked in still water until the central core is quite soft and the outer skin easily removable. It is then made up into small

balls and sold. In making garri the tubers are peeled and grated and then fermented in a bag; when ready the coarse flour is fried in large shallow pans with a little palm oil and then dried for sale.

Cassava products are sold in native markets in the normal way. There is a large internal trade in garri to the Northern Region. There was no export trade.

### *Benniseed*

This crop is grown only in the Northern Region and the season coincides with the calendar year.

The acreage under benniseed was estimated in 1950 to be 120,000. It was likely that there had been an extensive increase of the crop since then. Purchases for export in the calendar year 1954 amounted to 16,180 tons. Yield is estimated at 2 cwt. per acre, and the crop is produced by individual farmers mainly of the Tiv tribe in Benue Province. Curing is carried out by bundling and stacking in the field. Threshing then takes place by shaking out the sheaf.

Marketing arrangements are similar to those for groundnuts. The price was maintained at £36 per ton.

### *Soya Beans*

This crop is also grown only in the Northern Region and the season and calendar year coincide.

The estimated area under Soya Beans was 35,000 acres in 1954. Purchases for export in the financial year April, 1953, to March, 1954, were 8,731 tons, compared with 3,884 tons the previous year. Yields were about 5 cwt. per acre and the price remained at £20 per ton. Very little was consumed locally.

### *Sugarcane*

Sugarcane is found only in the Northern Region, where the acreage was estimated at 24,000 in 1950.

No reliable production figures were available but the average yield was estimated to be about 20 tons per acre. The crop is grown by peasant farmers and most of it is sold for chewing. About 557 horse-driven cane mills operated during 1954 and produced 4,500 tons of molasses sugar.

The marketing of sugarcane was completely in the hands of local traders and sugar-crusher operators and the prices varied according to locality.

The incidence of "red-rot" disease appeared to have lessened in intensity but was still present. Free samples of imported sugar reduced the demand for the locally produced jaggery type.

### *Tobacco*

The main crop of tobacco is grown in the wet season, June–January, but there is also a dry season crop in November–March.

The production of ordinary native tobacco cannot be estimated but some 9,000 acres were grown for the manufacturers of cigarette tobacco mainly in the Zaria and Sokoto Provinces of the Northern Region.

The local crop was produced by individual farmers and the yield was about 300 lb. of cured leaf per acre. Staff of the Nigeria Tobacco Company organised the distribution of seedlings of Virginia Hybrid tobacco to the farmers and supervised the planting. Curing was carried out by air-drying on racks in temporary barns erected by the growers.

The Nigerian Tobacco Company's cigarette factory at Ibadan was the only factory of its kind in Nigeria, and one of the most modern and up-to-date factories in the country. Highly mechanised methods of production were used in all departments. The factory employed over 600 workers and had usually about 50 trainees. It manufactured 95 per cent of the machine-made cigarettes in Nigeria, its output being roughly 2,500 million cigarettes per year. The Company is a Nigerian subsidiary of a leading British tobacco manufacturing firm. It had its own training centre and with a staff of about 100 African Agricultural Extension Workers was largely responsible for the development of Nigerian tobacco cultivation. The local tobacco, grown by independent farmers with the assistance and advice of the Company's staff, produced some 40 per cent of the factory's raw materials. One brand of cigarette was being almost entirely made from Nigerian tobacco and the others were blended with imported leaf.

Purchases of cigarette leaf were made by the Company at points throughout the growing areas at prices, according to grade, averaging about 1s. per lb. There was also considerable local trade in tobacco for smoking and snuff. The flowers were used for staining the teeth.

The year 1954 was favourable and it was expected that the crop would be about 90 per cent higher than in 1953.

#### EXPORT CROPS

##### *Cocoa*

Estimated figures of the acreage under cocoa were :

	<i>acres</i>
Western Region . . .	550,000
Eastern Region . . .	5,000
Cameroons . . .	47,000

The total quantities of cocoa passed for export in the calendar years 1953 and 1954 were :

	<i>1953</i>	<i>1954</i>
<i>Main Crop</i>	<i>Tons</i>	<i>Tons</i>
Grade I	88,504	75,596
Grade II	391	1,459
<i>Light Crop</i>		
Grade I	5,084	14,786
Grade II	1,999	1,956

In the Western Region cocoa production was concentrated mainly in the centre and south-west and both production and trade were in the

rains means reducing the flow from conservation dams and therefore decreasing the electrical power produced, which results in the shutting down of mining machinery and a consequent reduction in output. Secondly, as all concentration of the mineral and much actual production depend on water, rainfall has also a direct bearing on production. In 1952 the rainfall was normal, exceeding the 1951 total by 0.64 inches at Jos, with a particular heavy comparative rainfall in October.

Labour conditions have on the whole been satisfactory.

### *Training Schemes*

The Mines Department Technical School completed its first public prospecting course in August and preparations are being made for public courses for mines assistants and possibly for the local training of alluvial mining engineers. The courses were initiated to raise the standard of prospecting and supervision in the mining field.

### *Tin and Columbite*

Tin production continued normally and the price remained steady throughout the year—around an average of £965 per ton of tin metal. Production came from known areas and no new fields were found.

A feature of the year was the strong demand for columbite which, with the high price and the additional 100 per cent bonus offered to producers by the U.S.A. Defence Materials Procurement Agency, resulted in intense prospecting activity and increased production. The price of columbite after and allowing for the bonus referred to, was around 640s. a unit. Nigeria remains the largest world producer of columbite which is mined mostly in association with tin. Prospecting has shown substantial deposits of primary columbite in the granite bedrock and further investigation has indicated possible economic concentrations of a columbium-bearing mineral in Kaffo granite.

The production figures for cassiterite and columbite over the last three years were :

		1950	1951	1952
Cassiterite . . . .	tons	11,390	11,178	11,472
Columbite . . . .	„	864	1,079	1,294

### *Other Metals*

Wolframite and tantalite production was of minor importance and lead and zinc production was small (production of all four ores amounted to 541 tons in 1952). But activity in prospecting for lead and zinc and development of known deposits was great. The high hopes for the establishment of a very large-scale producing mine in the lead/zinc deposits of Ogoja Province by the American Smelting and Refining Company were not realised as this Company has given notice of the termination of its option on the properties to the holders. As a result, the areas have reverted to the holders, the Mines Department Syndicate (West Africa) who may develop the mines to a medium sized producer. The Amalgamated Tin Mines of Nigeria Limited continued their prospecting activities in Benue Province. Gold production, which came almost entirely from Oyo Province, showed a further decline to

guaranteed to the producer for kernels and different grades of oil a year in advance. In the past, these prices had been determined by the Nigeria Oil Palm Produce Marketing Board, but these functions were assumed by the Regional Marketing Boards. Licensed buying agents were appointed and the Department of Marketing and Exports made arrangements for the evacuation of produce from the ports. A price incentive for high grade oil has done much, in recent years, to improve the quality of Nigerian Palm oil shipped for export. This improvement was necessary in view of increasing competition from Malaya, the East Indies and the Congo.

Oil extraction was still carried out mainly by village methods and by a large number of hand presses and nut-crackers, but the number of Pioneer Palm Oil Mills was steadily increasing. The Eastern Regional Production Development Board had 66 mills in operation in 1954 and a further 12 under construction, the Western Regional Production Board had erected 25 mills in the Delta and Benin Provinces, and there were 3 mills in Kabba Province in the Northern Region. In addition, there was one large privately-owned and one quasi-Government operated extraction unit based on extensive plantations.

The West African Institute for Oil Palm Research near Benin demonstrated that oil extraction rates averaging 20 per cent and over can be obtained in an efficiently operated Pioneer Mill, as against the usual 10 per cent by native methods.

The Institute continued to investigate problems of the oil palm and was concerned with the production of improved seed. Seed germination and the subsequent distribution to farmers remained a responsibility of the Departments of Agriculture.

### *Rubber*

The most recent figures available were those from the sample survey of 1950-51. Rubber is grown mainly in the Benin and Delta Provinces of the Western Region where the acreage was given as 250,000, and in the Eastern Region and the Cameroons where there were 7,000 acres at the time of the survey.

Exports of rubber for 1954 totalled 20,823 tons.

There were two plantation-scale undertakings, one of which was privately owned and the other partly privately and partly Government owned. Most of the rubber production was, however, in the hands of peasant farmers.

### AGRICULTURAL DEPARTMENT

For the major part of 1954 the development and organisation of agriculture was still under the control of the central Ministry of Agriculture to which the Regional Departments of Agriculture were responsible. Under the new constitutional arrangements of 1st October, 1954, however, agriculture became the responsibility of Regional Departments under Regional Ministries of Agriculture. At the same time provision was made for the establishment of a Federal Department of Agricultural

### *Geological Survey*

The headquarter offices and laboratories of the Geological Survey are at Kaduna Junction ; there are also offices at Enugu and Jos. From Enugu, work is directed to the exploration of the coal, lignite, limestone and iron ore resources of eastern Nigeria. The Jos office serves the needs of the tin- and columbite-mining industry. Geologists have worked during the year in the three Regions and in the southern Cameroons. Close liaison has been maintained with the geological staffs of mining companies working in the country. Advice on the siting of wells and boreholes for water-supply has been given constantly.

Mapping of the thick coals at Ezimo and Orukpa, 40 miles north of Enugu, has continued in preparation for further drilling. At Enugu large reserves of easily-mineable coal have been discovered close to the Iva Mine. Drilling has been carried on by contractors to assist in planning the development of the Colliery. The Upper Coal Measure coals at Inyi, west of Enugu, have been tested, but with disappointing results. Drilling has also been carried out on the lignite deposits of Asaba in Benin Province.

The Department's drill has been engaged during much of the year in testing the iron ores of the Agbaja Plateau, near Lokoja. The ore occurs in beds up to 50 feet thick. Some good-quality ore is available, but the grade of much of the deposit is variable. Other iron ores were found by the Geological Survey near Enugu, and are being investigated by drilling and pitting. Their proximity to sources of coal and limestone, and to the railway, may make them more suitable than the Lokoja ores for development, but many technical difficulties remain to be surmounted before they can be used as a basis for a Nigerian iron-smelting industry.

Work by the Geological Survey has shown that the columbite recovered with tin from the alluvial deposits of the Plateau tinfields is derived from the Younger Granites. Some of these in the Jos region are deeply weathered, and in places the decomposed rock contains payable quantities of columbite. If successful methods of extraction can be developed, a substantial increase in Nigeria's reserves of this mineral will have been established.

The publication of reports by the Atomic Energy Division of the Geological Survey of Great Britain on the occurrence in Nigeria of pyrochlore, a radio-active mineral, gave rise to much publicity. Large tonnages of pyrochlore-granite are known, but much research remains to be done before the mineral can be extracted from the rock on a commercial scale.

### MANUFACTURING INDUSTRIES

Subsequent to the visit of the Minister of Commerce and Industries to Europe in June and July, it was decided by the Council of Ministers that the services of an industrial consultant should be sought and that an Industrial Development Corporation should be set up competent to execute large-scale industrial enterprises on behalf of Government.



*Eastern Region Department of Agriculture*

In the Eastern Region, also, agriculture came within the portfolio of the Minister of Natural Resources. The establishment of the Department included:

<i>Grade</i>	<i>Establishment</i>
Director of Agriculture . . . .	1
Deputy Director of Agriculture . . . .	1
Senior Agricultural Officer . . . .	1
Agricultural Officers . . . .	5
Senior Assistant Agricultural Officer . . . .	1
Assistant Agricultural Officers . . . .	10
Senior Agricultural Assistants . . . .	5
Agricultural Assistants . . . .	43
Field Overseers . . . .	70

*Western Region Department of Agriculture*

In the Western Region agriculture came within the portfolio of the Minister of Agriculture and Natural Resources. The establishment of the Department included:

<i>Grade</i>	<i>Establishment</i>
Director of Agriculture . . . .	1
Deputy Director of Agriculture . . . .	1
Assistant Directors . . . .	2
Principal Agricultural Officer . . . .	1
Senior Agricultural Officers . . . .	4
Senior Specialist . . . .	1
Agricultural Officers . . . .	20
Agricultural Superintendents . . . .	8
Assistant Agricultural Officers . . . .	14
Senior Agricultural Assistants . . . .	6
Agricultural Assistants . . . .	87
Field Overseers . . . .	71

The work of the Regional Agricultural Departments, along with that of the Veterinary Departments and Produce Inspection Services, towards the development of agriculture and improvement of crops is dealt with later in this Chapter.

## AGRICULTURAL MARKETING BOARDS

The original Nigeria Produce Marketing Boards were the Nigeria Cocoa Marketing Board, established in 1947, and the Nigeria Oil Palm, Groundnut and Cotton Marketing Boards, each established in 1949. These Boards worked on a country-wide basis and handled a single commodity or group of commodities. Their operations covered the marketing of the produce which they handled in all parts of the country and also extended to the shipment, export and overseas sale of the produce subject to their Ordinances. The primary responsibilities of these Boards related to the fixing and stabilisation of producer prices and, from the reserve funds which they accumulated in the course of their operations, all four Marketing Boards made large contributions to the Regional Production Development Boards. They also contributed

cluded a poling barge, with auxiliary sail, of five tons capacity; made of Nigerian plywood, a pontoon ferry for use on the Donga River, capable of carrying a lorry and a car together, and the laying of the keel of a motor tug designed to tow four of the five-ton-capacity barges. At the experimental boatyard at Opobo one of the two fast launches for the Provincial Administration was launched and put into service. Construction of motor fishing vessels intended for the use of the Fisheries Section has been started. The first prototype of the Motor barge was subject to prolonged trials organised by the boatyard. On completion of the trials, the vessel was sold to the Agricultural Department for use as a mobile rice mill. A second barge, modified as a result of the experience gained from the first, was under construction. The Eastern Regional Production Development Board had decided to erect a yard at Opobo for the production of river and creek craft on a commercial scale. The design is likely to be based on the spoon-bowed barge which has been evolved at the experimental yard. Similarly, at Epe a commercial yard is being completed to the order of the Western Regional Government, where craft designed for lagoon navigation will be constructed.

#### *Dairying*

Production for the year by the dairy at Vom was as follows :

Butter . . . . .	246,162 lb.
Cheese . . . . .	72,130 lb.
Clarified butter fat . . . . .	64,964 lb.

#### *Pig Production*

The monthly output of baconers from the Minna Piggery rose steadily from 91 in January to 227 in December, while the stock increased from 990 to 1,363. This enterprise is showing a trading profit and its disposal is under consideration.

#### *Gari-making*

The trials of a simple machine able to grate cassava root reached a successful conclusion. Blue prints were distributed to engineering firms in Nigeria, as a result of which three different types were put on sale to the public and two other types reached the demonstration stage. Prototypes were installed in the pioneer palm oil mills in the Western Region, and a mobile model was taken on an extensive tour of the cassava-producing areas. Investigations continue into the mechanisation of other gari-making processes.

#### *Canning*

During its first season the Lafia Cannery, Ibadan, produced 392,283 cans (1 lb.) of grapefruit segments, 58,253 cans of grapefruit juice, and smaller quantities of other fruits. This enterprise was handed over on 1st April to the Western Regional Production Development Board, and is to be incorporated by the Board into a larger canning project. A small experimental cannery has been opened in Kano to investigate the possibilities of canning meat.

### *Pioneer Palm Oil Mills*

In January, 1952, five mills were operating in the Western Region in addition to the mill erected for the West African Institute for Oil Palm Research at Benin. By the end of the year 20 mills had been constructed or were in course of erection, of which one had been sold to the Co-operative Department.

In the Eastern Region the management of the pioneer palm oil mills had been passed to the Eastern Regional Production Development Board on 1st October, 1951. By the end of March, 1952, the Board had 46 mills in operation and three more completed.

A programme of research and investigation into the mechanical efficiency and economic viability of these mills has been planned and initiated in conjunction with the West African Institute for Oil Palm Research.

### *Rice Mills*

Five mills were in operation at the beginning of the year and 10 by the end of December, with two mills in course of erection. Increasing quantities of paddy are offering at the mills for processing.

### *Conophor Nuts*

The 17 tons of heat-treated conophor nuts sent to the United Kingdom in 1951 were extracted by the Paint Research Station, Teddington, and the oil distributed to the paint industry for test. The result bears out earlier indications that the product is a drying oil of high quality. Plantation trials are being conducted by the Western Regional Production Development Board, whilst the Commerce and Industries Department carries out experiments on a laboratory scale in the direct expression of oil from unprocessed nuts.

### *Groundnut Oil Mills*

The original intention was to site six groundnut oil mills in districts remote from the railway where it was difficult to evacuate the kernels. The end-products, both oil and cake, were to be consumed locally. Anticipated maintenance difficulties caused a change of plan, and only two of the mills have been erected in less inaccessible areas, at Kaura Namoda and Funtua. The extraction rate has not been satisfactory and the mill at Kaura Namoda was closed, while that at Funtua has been used for the experimental extraction of cottonseed oil and shea nut butter.

### *Groundnut Decortication*

Technical assistance was given to the Department of Marketing and Exports (acting for the Groundnut Marketing Board) in the erection and supervision of a decorticating machine at Funtua in the Northern Region. Experiments were carried out to determine the optimum speed and feed rate to produce the maximum number of whole kernels. The result was a much improved product compared with nuts decorticated by hand. It was therefore decided to erect at Kano an experimental unit equipped with six decorticating machines of different types.

By operating this unit under controlled conditions, taking samples of the product on scientific lines, it will be possible to determine the most suitable machine for use in the groundnut-producing areas under a variety of conditions. The design, layout and operation of the unit is in the hands of the Department of Commerce and Industries which has seconded two technical officers to conduct the experiments.

#### *Paper-making*

Data on various cellulose materials, their chemical pulping, bleaching and paper-making qualities and on their availability were collected and circulated to interested bodies for criticism and enlargement. This work is to continue. Advice on process equipment and preliminary assessment of costs has been requested from three industrial undertakings, to enable a scheme to be prepared in respect of a small-scale pilot manufacturing unit capable of using a limited variety of raw materials and processes to produce both book paper and newsprint in medium grades, using blended pulps if necessary. The information called for will enable recommendations to be made regarding possible sites and the probable cost of operating on this pilot scale until full-scale schemes can be developed. The investigation to date suggests that cellulose materials will be relatively easy to obtain but that the importation of chemicals may be a limitation on the economics of a full-scale scheme. The full-scale pulping schemes may have to be made sufficiently large to permit the economic recovery of waste chemicals, and local sources of the necessary chemicals may have to be developed.

#### *Other Industries*

No new projects of any size were established by private enterprise or public agencies during the year. Many plans are under consideration and in some cases negotiations have reached a stage of finality. The Aid to Pioneer Industries Bill became law during the year and should act as a stimulant to interested parties.

### CO-OPERATIVE SOCIETIES

The Department of Co-operatives became fully regionalised during the year. In the North it was reorganised to bring it into closer touch with the people, through the Administration and the Native Authorities; in the West it came under the auspices of the Ministry of Local Development, and the Regional Government, recognising the importance of co-operatives, produced a Sessional Paper on the subject. There was similarly a marked increase of interest in the East.

#### *Northern Region*

There were 11 registered credit societies (of which seven were in Katsina Province); 12 thrift and loan societies were registered during the year and six were dissolved: there were 14 registered consumers' societies of which the Garkida Society is the most thriving, having over 200 members. Produce marketing societies exist only in Ilorin and Kabba Provinces and they principally market cocoa. The two group

farming societies in Ilorin have made satisfactory progress and both have increased their acreage. A total of 38 societies was registered during the year and six were liquidated.

### *Western Region*

During the year the Nigerian Co-operative Federation was dissolved and the Co-operative Union of Western Nigeria was formed and received a grant for the year of £2,640 from the Regional Government. The first Co-operative Congress was held in September and representatives from the other Regions and the Gold Coast attended. Four rice mills were taken over by co-operative organisations, and there are now seven co-operative farms registered. Although the percentage of cocoa marketed by co-operative organisations fell to 9.7 per cent of the total purchases by licensed buying agents, their financial position improved considerably, the net profit amounting to £30,310. In view of the policy of the Western Regional Government to extend co-operative marketing facilities to products other than cocoa, the Association of Nigerian Co-operative Exporters (which is the largest African licensed buying agent for the Cocoa Marketing Board) was accepted as licensed buying agent for the Palm Produce Marketing Board. The numbers and types of societies in the Region at the end of 1952 were :

Thrift & Credit Societies	7
Thrift & Loan Societies	115
Marketing Societies	316
Consumers' Societies	2
Others	49

489 of which 22 were unregistered.

### *Eastern Region*

In spite of liquidations the number of societies increased during the year by 101 and now totals 645, with a total membership of over 30,000 and a working capital of £216,000 ; 89 women's societies were in existence and it is estimated that some 10,000 women are within the movement. Thrift and credit societies continued to multiply in Calabar Province and there were encouraging signs of their spread into neighbouring Provinces. Much thought was given to the problem of how co-operatives can help the primary producer of palm-oil, and two pilot societies have been formed. Co-operative banana marketing began during the year and there is reason to believe that this venture will flourish. At the beginning of the year the Co-operative Union of Eastern Nigeria and the Cameroons was formed. The numbers and types of societies in the Region at the end of 1952 were :

Thrift and Credit Societies	501
Thrift and Loan Societies	60
Marketing Societies	34
Consumers' Societies	8
Craft Societies	5
Others	6
Secondaries	31
	<hr/> 645

## Chapter 7: Social Services

### EDUCATION

#### *General*

The continued expansion of education, which was mentioned in the 1951 Report, was carried a stage further in 1952 and under somewhat changed circumstances. The year saw the appointment of Mr. Shettima Kashim as Nigeria's first Minister of Social Services and the completion of the process of regionalisation begun five years earlier, by which, under the new Constitution, the Director of Education for Nigeria became Inspector-General, while his deputies in the Regions assumed the title and responsibilities of Regional Directors, responsible for educational affairs to the Regional Ministers of Education. In each Region the headquarters staff assumed the same pattern, a Director, a Deputy and three Inspectors of Education. At the Centre, the re-organisation made provision for the Inspector-General, two Chief Inspectors, and Advisers in the special spheres of Women's, Technical, Rural and Adult Education.

As it is at present organised, however, the central headquarters of the Department is not able to make itself responsible for the inspection of education to any great degree. The Regional Inspectors report only to their Directors and the absence of any co-ordinating machinery in this important respect became markedly apparent during the first year of the new arrangements. While all grants-in-aid are reimbursed to the Regions from the Centre, the Centre itself does not at present scrutinise how these sums, which are considerable, are spent.

The Central Board of Education, reorganised under the new Constitution, had its first meeting in November, and appointed a Standing Committee which also met before the end of the year. The function of the Central Board in co-ordinating matters of policy and overall Nigerian interest has assumed an enhanced importance under the present Constitution.

The principal event of educational importance during the year was the revision of teachers' salary scales to bring them into line with the revised salaries of public servants, which was negotiated by the Panels representing employers and teachers with an independent chairman. The conclusions of this body were accepted by the Council of Ministers and brought into effect from 1st April, 1952.

The delegation from Nigeria to the Conference on African Education at King's College, Cambridge, in September, 1952, was headed by the Inspector-General of Education, who was accompanied by three Central Headquarters Advisers, the Advisers to the Protestant and Roman Catholic Missions, and the three Regional Directors. The Minister of Social Services and the Regional Ministers of Education attended as observers.

A conference on the use of African Languages in Education was held at Jos in November, under the auspices of the United Nations Educational, Scientific and Cultural Organisation, at which the Nigerian

## GRADING OF PRODUCE

Under the provisions of the Produce Inspection Ordinance 1950, the following scheduled produce was subject to compulsory inspection before export:

- (i) Cocoa
- (ii) Palm Oil
- (iii) Palm Kernels
- (iv) Groundnuts
- (v) Seed Cotton

Produce inspection was carried out by Government Produce Inspectors according to the quality standards prescribed for the product. Previously, quality standards were prescribed by the old commodity Boards, but with the reorganisation of the Marketing Board system this function became the responsibility of the Nigeria Central Marketing Board.

The grading of produce intended for export gives to potential overseas buyers a reasonable guarantee of quality at time of export, an important consideration from the selling angle.

Under the provisions of the Produce Inspection Ordinance, 1950, a Produce Inspection Board was established in which three of the seven members were *ex officio*. All the unofficial members were Nigerians.

The Produce Inspection Board was advised by Regional Advisory Committees, the membership of each being as follows:

*Northern Region Produce Inspection Advisory Committee:* 16 Members of whom 8 were Nigerian.

*Western Region Produce Inspection Advisory Committee:* 13 Members of whom 6 were Nigerian.

*The Eastern Region Produce Inspection Advisory Committee:* To be appointed.

The responsible central authority was the Federal Produce Inspection Board, which was to be reconstituted in 1955. As a result of the experience of recent years, it became necessary to undertake a full-scale revision of the Produce Inspection Ordinance, and it was hoped to complete this task and have a Bill introduced for a new and up-to-date Ordinance.

Previously the Produce Inspection Service formed part of the Department of Marketing and Exports and operated on a country-wide basis. It has now been fully regionalised and regional Produce Inspection Departments have been established in the Western, Northern and Eastern Regions. A Federal Produce Inspection Unit has also been formed to check-test produce at the ports before shipment. This unit, which forms a section of the Department of Marketing and Exports, also carried out primary inspection and grading of produce in the Southern Cameroons.

John Holt & Co. The United Africa Company provided some £61,000 for an Assembly Hall to be called Trenchard Hall. An appeal for endowment contributions was launched in the United Kingdom with success, but local contributions to the College endowments remained inadequate to the needs of the College.

In October 1952, there were 414 students : 370 were in residence while the others were completing clinical and other courses in the United Kingdom. The four faculties, arts, science, agriculture and medicine, had 22 academic departments and a staff of almost 100. Courses are provided in the College for degrees in Arts, Science and Agriculture and for the Second Medical Examination of the University of London, medical students for the time being proceeding to the United Kingdom with the co-operation of the universities there for the completion of their degree courses in Medicine. There is a large well equipped library. The Extra-Mural Department held courses in 150 centres, 48 in the North, 14 in the East and 88 in the West and also held residential vacation courses in subjects such as local government and trade unionism.

Entry to the University College is by a written examination, candidates being required to hold a Cambridge School Certificate in at least five approved subjects. College fees, including residence and food, range from £95 per annum (intermediate arts) to £180 (medicine). Under one-third of the students are privately supported.

The potential capacity of the teaching buildings is 1,000 students, but this figure could not be reached without providing more Halls of Residence than the four now planned, which will hold 680 undergraduates.

#### *Nigerian Students Overseas*

During 1952 the Nigerian Government awarded 167 scholarships and bursaries to students—95 came from the Western Region, 62 from the East, 7 from the North and 3 were Sierra Leoneans. Some went to the University College Ibadan, and some to universities in the United Kingdom, the United States and Canada. The total number of scholarship students at universities in the United Kingdom was 299, in the United States 42, in Canada 10 and in India 1. In addition, there were some 1,500 private Nigerian students at universities and similar institutions in the United Kingdom and about 400 in North America. There are Nigerian Student Liaison Officers in the United Kingdom who, in collaboration with the Colonial Office, assist Nigerian students there and one in Washington D.C. who assists Nigerian students in North America.

The sections which follow comprise the reports on the two institutions, King's College, Lagos, and the Clerical Training School, Oshogbo, for which the Inspector-General's Office is still directly responsible ; reports on educational development in the Regions ; and a special report on technical education, this branch being, in so far as supervision is concerned, not yet fully regionalised.



*Improvement of Food Crops and Tree Crops*

Good results were achieved by the West African Maize Rust Research Unit in producing new types of maize which were not only disease resistant but were higher yielding than the varieties previously cultivated in West Africa. Supplies of improved seed were issued to Regional Departments of Agriculture for further field trials.

Progress continued to be made in the building programme at the Federal Rice Breeding Station at Badeggi. An area of 25 acres was cleared and a collection of about 300 rice varieties established. A start was made with the programme of selection work under which it was hoped to provide improved varieties for local use.

The arrival of additional Federal research staff enabled a start to be made on the improvement of other food crops, including cassava and yams. Further work on legumes, which are important sources of protein in the local diet, were to be undertaken as staff became available.

Research on cocoa in Nigeria received a further impetus through the establishment of a sub-station of the West African Cocoa Research Institute at Moor Plantation, Ibadan, with a staff of seven specialists. Local cocoa hybrids maintained high yields.

Citrus root-stock trials continued to give valuable data on yield and disease resistance.

The establishment of an adequate research organisation for the main crops in the Northern Region was made possible by the allocation of funds from the Marketing Boards concerned. The scheme was estimated to cost £3.25 million over ten years, with a staff of 62 specialists to cover work on crop, pasture, soil survey, and general agronomy. Buildings and recruitment of staff were started during 1954.

In the Eastern Region there was a research station at Umuahia, with a staff of specialist officers, and there were demonstration farm centres and experimental plots where crop and fertiliser experiments were made.

*Research on Soils and Fertilisers*

Good progress continued to be made in the Western Region by the soil survey team. Main attention was given to the reconnaissance survey of an area of 1,800 square miles around Ondo and Akure, and an area of 1,200 square miles in the Colony and Abeokuta Provinces. In the North, soil surveys were carried out in connection with various proposed settlement and research schemes.

Studies in the south revealed the importance of maintaining organic matter in the system of soil management, whilst in the north research on the use of superphosphate continued, and confirmed results previously obtained, namely that on average groundnut soils, yielding 700 lb. of kernels per acre, an increase of 200 lb. of kernels per acre can be expected from an application of 56 lb. of superphosphate.

*Control of Diseases and Pests*

Black-pod disease (*Phytophthora Palmivora*), accounts for an average annual loss of about 15 per cent of Nigeria's total cocoa crop. As the

outcome of experiments carried out by the Plant Pathologist, recommendations were made that fungicide applications should be given by farmers to their cacao trees for the control of black-pod disease. It was estimated that over 1,000 farmers sprayed their trees in the course of 1954 and consequently obtained yields double those of previous years when no spraying was done.

Desert locust (*Schistocerca gregria*) swarms invaded the Lake Chad area of Bornu Province, egg-laying occurred and hopper bands subsequently caused some crop losses. Most of the hopper bands were destroyed before reaching maturity, through the use of poison bait and by beating and trenching. Air transport was used to supplement lorry transport for carrying bait in an area more or less devoid of roads. Approval was given for emergency expenditure up to £9,000 for this control campaign.

### *The West African Stored Products Research Unit*

This unit was attached to the Department of Marketing and Exports for administrative purposes. It consisted of a small team of specialists engaged in research on both export produce and local foodstuffs, with the aim of developing routine preventative measures which are both practical and economically sound, and which will result in the reduction of loss and improvement of quality.

Hitherto the Gambia and Sierra Leone had made a small contribution to the cost of the Unit, the bulk of the cost being borne by the Nigerian Government and Marketing Boards. As from the 1955-56 financial year the total cost of the Unit was to be met by Nigeria—the Marketing Boards contributing 75 per cent of the total and the Federal Government 25 per cent. The technical direction of the unit was the responsibility of the Stored Products Sub-Committee of the Colonial Office, but its attachment to the Department of Marketing and Exports for purposes of administration provided the advantage of close co-ordination with the work of the Department.

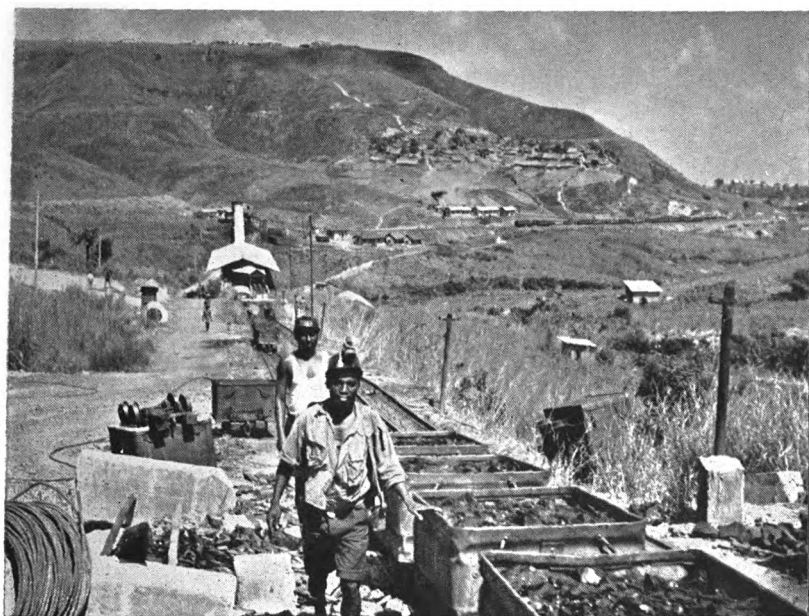
Mainly through knowledge and experience gained in the last two or three years, pest infestation prevention and control reached a high level of efficiency during the 1953-54 season. Sisalkraft Paper was widely used for the first time as a substitute dunnage for groundnut husks, which past experience had shown to have formed an excellent breeding ground for *Trogoderma Granarium*. Results were so good that a further large order for sheets of this material was placed for the 1954-55 season and were issued for use in a large number of open storage areas. One mobile spraying team, equipped with a tractor capable of negotiating dry season roads all the year round, maintained a regular preventative spraying schedule at all line stations from Kano to Nguru and it was hoped to equip another such team in the near future for the Gusau-Funtua-Kaura-Namoda area.

During the 1953-54 season, 46,868 tons of groundnuts became infested with *Trogoderma Granarium* and required fumigation, as compared with 108,481 tons in the 1952-53 season.

for Girls (Roman Catholic Mission) at Kakuri is embarking on a post-School Certificate class, and Offa Grammar School is developing to double-stream. Other growing secondary schools are the Sudan United Mission School, Gindiri, the Sudan Interior Mission School, Egbe, and the Roman Catholic Mission Girls School, Kano. A Church Missionary Society secondary school is being started at Wusasa, and approval was given for the opening of one Roman Catholic Mission boys' secondary school in Benue Province. In pursuance of the policy of upgrading middle schools to junior secondary status, a Form Secondary III is being added to two middle schools in 1953, which will take in the most able pupils from the other schools.

*Teacher Training.* Teacher training is the key to all future educational expansion, and both the Minister and the Department were fully alive to the necessity for extending present facilities. It is encouraging to record that more boys are now volunteering for the teaching profession, and the new salary scales should attract the best from the schools. The Secondary Teacher-Training Course at the Zaria Branch of the Nigerian College of Arts, Science and Technology is now getting into its stride ; a new Government Higher Elementary Training Centre, giving a four-year course post Secondary II, is being started at Ilorin ; the Anglican Elementary Training Centre at Samaru is being expanded to a Higher Elementary Training Centre. The first " Bridge Course," designed to enable vernacular certificated teachers to qualify for the elementary teachers' certificate, proved very successful, and a second course has now been organised.

*Girls' Education.* There are signs of a growing desire for girls' education, fostered by propaganda on the part of some of the Native Authorities and by the indefatigable touring of Provincial Women Education Officers, of whom there are still, unfortunately, not enough. When the Bornu Provincial Girls' School was opened, every girl eligible for entry in three of the Emirates wished to be considered for a place, and 186 girls applied for 26 vacancies at the Kabba Women's Training Centre. In many areas, however, there is still much resistance to the education of girls, chiefly on the part of their mothers, who do not wish to lose their help at home, but this is being broken down as the value of girls' education is demonstrated by the girls who return home from schools and training centres. There are now four Government training centres and five Native Authority schools for girls in the Region, in addition to several excellent girls' schools and two training centres sponsored by the voluntary agencies. Active preparations were in train for the building at Ilorin of the first Government secondary school for girls in the North. Four scholarships to the United Kingdom were awarded to women in the North, two of them of northern parentage as well as of northern education. The first party of northern women teachers employed by Government or Native Administrations paid a six week's visit to England under the auspices of the British Council. In Maiduguri the first pre-nursing course is being started at the training centre under a former nursing sister ; the



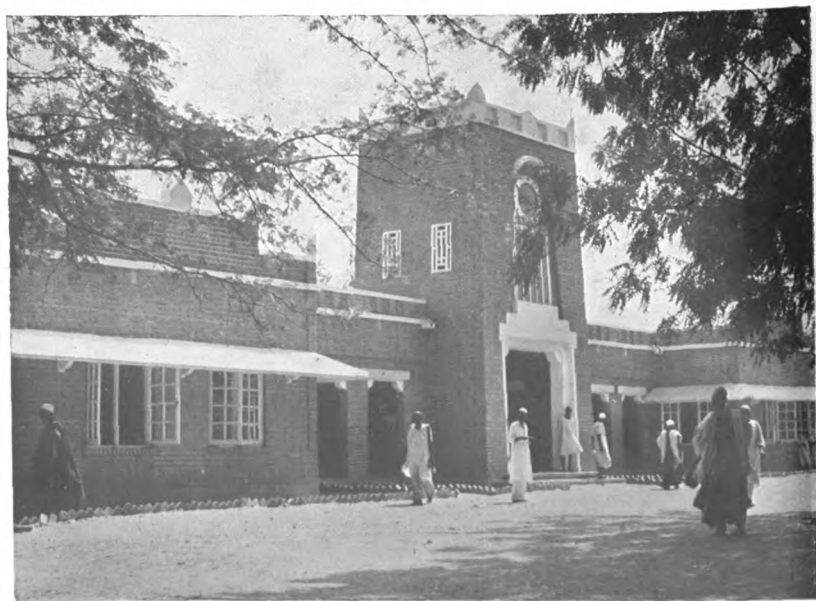
ENUGU COAL FIELDS



PIONEER OIL MILL AT OBUZOR, EASTERN REGION



THE MOSQUE AT KANO



NATIVE ADMINISTRATION OFFICES AT BAMA, NORTHERN REGION

girls will later go on to the Nurses' Preliminary Training School at Kano. Women's classes continue to increase, and many women are taking advantage of the opportunities offered by the adult education organisation, and of the teaching of literacy and homecraft in classes run by Government and the Voluntary Agencies.

*Adult Education.* Under the general direction of the Regional Adult Education Officer, assisted by Special Duty Officers and Native Authority Organisers in the Provinces, adult education made further advances during the year and extensive plans were approved by the Regional Executive Council for a Region-wide campaign, and for the posting of officers to take charge of special branches of the organisation, for example, literacy and post-literacy campaigns, literature production, research into suitable methods of teaching useful English to adults, vernacular literature, visual aids, and a practical section linking up with community development in its wider aspects. The distribution of literature is still one of the outstanding problems and, as an experiment, a lorry is being specially equipped to tour with books and stationery. In 1951-52, 20,590 Adult Literacy Certificates were issued.

#### *Western Region*

*General.* The whole emphasis during 1952 was on planning for expansion. The Minister for Education, Mr. S. O. Awokoya, presented to the House of Assembly in July a Policy Paper, the main object of which was to make provision for free, universal, compulsory primary education beginning in January, 1955. This paper received the approval of both the House of Assembly and the House of Chiefs, and the Department immediately began to make plans for the teacher-training programme involved. As a result, 16 new Native Authority Elementary Training Centres are expected to open early in 1953. In several cases these institutions will be co-educational; the students will be housed at the outset in temporary buildings, as no money for capital expenditure, other than a small amount to be taken from education rates, can be expected before 1st April, 1953. In addition, more students will be taken into voluntary agency training centres, and the estimated output in January, 1955, will be some 700 teachers in addition to those who would normally be trained. Major difficulties were the provision of teachers to undertake the teacher-training without lowering the standards of existing senior primary schools, and finding a sufficient number of prospective students educationally well enough qualified to profit from teacher training. The Policy Paper provides for expansion in many other directions, but the primary teacher training programme naturally takes precedence over all else. During the year, the old Regional Board of Education had its last meeting and the new Board its first.

*Buildings.* Large sums of money were spent on building grants for secondary schools as well as for teacher training centres, and the Regional Government voted an additional £23,000 during the course of the year. Even with this expenditure from Government funds,

communities still have to bear a considerable share of the cost of buildings, and at the moment are very willing to do so. The Assumed Local Contribution for secondary schools will go up by 50 per cent in 1953. No new Girls' Secondary Schools were opened in 1952. Queen's School moved to its new site at Ede during the year, and is expanding. The Government Women's Training Centre at Ilesha was formally opened by the Minister for Education in May, and will take in additional students in 1953. It is hoped to start building the Women's Trade Centre, Abeokuta, as soon as water pipes have been laid. Delays occurred over the demarcation and acquisition of the site for the Trade Centre at Sapele, but building should begin shortly. Handicraft centres were in the process of construction, and it is hoped that some will start work in 1953.

*Secondary Education.* Two new secondary schools were opened in 1952 and four more will be opened in January, 1953. There is an increasing demand for secondary education, as a stepping stone to fruitful employment. Several small communities, at present wealthy, have expressed the desire to open such schools and claim to have large sums of money at their disposal and a graduate for teaching, but in some cases the graduate has had no teaching experience and therefore is unsuitable to open a secondary school. But the principal deterrents to the opening of such schools are, firstly, lack of suitably qualified pupils and secondly, the lack of money available from Government revenue for the support of secondary schools.

*Adult Education.* The areas of operation for adult education are: Badagry, Ikeja, Epe, Egbado, Oshun, Ekiti, Kukuruku and Benin Divisions as well as the municipality of Lagos. There were five news-sheets serving eight out of the nine campaign areas, the new addition in 1952 being "Itansan Imole" (Rays of Light) for Kukuruku Division. The Western Region Literature Committee was established early in the year with an Education Officer as secretary. The Committee is assisted by local language committees which arrange translations for follow-up booklets. An Ishan Language Committee was formed during the year and has prepared a manuscript for an adult primer. These local language committees are formed by and operate under the aegis of the Native Authorities. The problem of distribution was being slowly but steadily solved. Although a great deal remained to be done, what has been done is reassuring. Unfortunately, the activities of the mobile bookshop, run in conjunction with the Co-operative Department, were hampered by lack of money.

The Regional Government approved expenditure up to £1,000 in each Division in the Region for recreational facilities, and most of the Divisions concerned have already had their plans approved.

*Education Committees and Education Rates.* Native Authority Education Committees continued to progress, and in nearly every area in the Region education rates, varying from 3s. to 5s. were raised. The absence of a rate in big towns such as Lagos, Abeokuta and Ibadan

new markets and their maintenance was to be borne by the Northern Regional Marketing Board, as no revenue was obtained by way of fees levied at cotton markets.

The Nigeria Cotton Marketing Board, through its Cotton Co-ordinating Officer, also made funds available for the improvement and extension of feeder roads to facilitate the local marketing of seed cotton and its evacuation to the ginneries.

#### *Tree Crops*

<i>Crop</i>	<i>Areas in acres</i>	<i>Tonnage</i>
Banana	27,000	59,000
Cocoa	602,000	110,000
Palm Oil	493,000	226,371
Palm Kernels	{	447,853
Rubber		3,000*
	26,000*	

*Note*—All the figures for tree crops are those given in the Sample Survey of 1950-51 with the exception of the palm produce figures which are estimated figures for the Eastern Region only in 1954.

\* Plantation figures only.

#### ANIMAL HUSBANDRY

The total numbers of livestock in Nigeria were not known. Various estimates have been made. Figures based on Jangali tax returns are given below:

<i>Region</i>	<i>Cattle</i>	<i>Sheep</i>	<i>Goats</i>	<i>Pigs</i>
Northern . .	4,097,541	1,988,701	4,789,667	57,799
Western . .	91,000	190,500	320,000	25,000
Eastern . .	70,150	600,000	1,000,000	32,000
<b>TOTAL</b> . .	<b>4,258,691</b>	<b>2,779,201</b>	<b>6,109,667</b>	<b>114,799</b>

*Cattle.* The cattle in the Northern Region were mainly of the humped breeds. In the Eastern and Western Regions the small humpless breeds were found.

In the Northern Region the cattle were owned partly by nomadic pastoralists, but mainly by settled or semi-settled Fulani and Hausa people who maintain their cattle in their home areas in the wet season and send them to grazing areas along the river courses in the dry season. This seasonal movement involves journeys of from 20 to 200 miles. Distribution in the wet season is dictated by the prevalence of the tsetse fly and over 80 per cent of the cattle had their home grazing grounds in the six northernmost provinces.

In the Western Region the two largest cattle groups indigenous to the region are the Muturu, or West African Shorthorn, and the Keteku. The West African Shorthorn were chiefly found in the high forest country of Ondo, Benin and Delta Provinces, although there were also many herds in Abeokuta Province and the Colony. Most of these herds of Muturu were communally owned. The Keteku cattle were well-established in the North and East of Oyo Province, where they were



*Primary Education.* With over half a million children at primary schools in the Region, numbers tended to remain stationary although there was some increase in the number of girls at school. In general, however, the response to schemes of education rating for the assistance of primary schools was satisfactory, showing that the demand for increased facilities continued. In recent years the Education Department has concentrated upon improving the standard of primary education rather than increasing the number of schools. The regional plans envisaged expansion as well as improvement and it is as well that considerable numbers of trained teachers have been available in recent years. The stepping-up of the rate of production of trained teachers should enable expansion to continue but at all times the standard of efficiency of these schools must be considered. While there is every reason to believe that the standard is higher than in recent years it cannot yet be claimed that it is satisfactory. During the year one Government primary school was handed over to a Native Administration and further transfers are contemplated in accordance with the policy that local communities should become increasingly responsible for primary education in their areas.

*Secondary Education.* On the whole the secondary schools in the Region have inadequate buildings and equipment. During 1952 insufficient funds were available from regional grant-in-aid votes to do much to ameliorate the position. Some progress can however be recorded. The new Government secondary school for boys at Afikpo in the Ogoja Province was almost completed during the year ; the school was due to open in January, 1953. At Enugu excellent progress was made on the buildings for the Government girls' secondary school which should open according to schedule in January, 1954. Four African-owned secondary schools, having fulfilled the necessary conditions laid down in Regulations made under the Education Ordinance, were granted the status of " Approved Voluntary Agency " schools.

*Teacher Training.* The rate of production of teachers was fully maintained, and plans for rapid expansion are in hand. Approximately 100 girls were in training at the Government Women's Teacher-Training College at Enugu where the buildings were nearing completion. The Government Men's Teacher-Training College at Uyo had some 160 students ; here, too, the building programme was approaching completion. The Government Men's Teacher-Training College at Kumba is somewhat smaller and the site does not readily allow of the expansion which is now being urged. At all teacher-training institutions, not least those owned by Government, staffing difficulties were considerable, and the success of future plans will depend on how quickly fully-qualified staff are obtained from abroad and teachers are trained both locally and overseas.

*Girls' Education.* The number of girls attending primary schools increased during the years ; in some areas this was mainly achieved by the separation of mixed schools into schools for girls and boys. This

process, however, was not always entirely satisfactory as it led in many cases to undue dilution of the staffs of girls' schools by untrained teachers. The solution, naturally, is the provision of more facilities for the training of women teachers for which plans are in hand. As regards girls' secondary schools, there are at present only four in the Region but there are unmistakable signs that the demand for such schools will increase very rapidly in the future. It is particularly worthy of note that the Anglican Girls' School at Elelenwa has shown rapid and marked improvement in recent years ; this was reflected in the results of the School Certificate Examination.

*Adult Education.* Demand for adult education exceeds supply, but the policy must be that before new areas are opened up the Education Department and the local governments concerned must be satisfied that the demand is a real and continuing one and not, as has so often occurred, a momentary enthusiasm. Much has been done : of the four Education Officers who were available for this kind of work at the end of 1952, three were women. The appointment of these officers to this work enabled expansion to take place in the Uyo, Abak and Eket Divisions where for the past few years a single Education Officer has been working with such remarkable success. Again, towards the end of the year it proved possible for the Woman Education Officer in the Bamenda Province to make a fresh start on the work which had been abandoned some months before owing to the resignation of previous Women Education Officers in that area.

The Literature Committee which has been established by the Education Department worked continuously during the year but shortage of staff prevented its work being fully co-ordinated with that of the Adult Education Branch. Another matter which is causing some concern is the difficulty of distributing reading matter. During the year the controversy regarding Ibo orthography flared up once more ; the Education Department has decided to remain neutral in this controversy and to lend its aid to publication in either orthography, concerning itself only with quality of production and suitability for the purpose for which they are intended.

### *Technical Education*

During the year steady progress in the building programme was maintained ; at the Yaba Technical Institute, construction generally was up to schedule ; at the combined Technical Institute and Trade Centre at Enugu progress was made ; while at Kaduna work on the Trade Centre workshops proceeded satisfactorily in spite of delays due to electricity supply difficulties. At the Trade Centre at Yaba, Ombe River, Bukuru and Kano progress was good, and sites were set aside for Womens' Trade Centres at Aba and Abeokuta. The entire building programme was carried out by the staff of the Technical Education Branch.

At the end of 1952 the number of students at the Yaba Technical Institute was 428 of whom 197 were full-time and residential, and

During the period January to December, 1954, the export figures were as follows:

<i>Hides</i>		<i>Goatskins</i>		<i>Sheepskins</i>		<i>Reptile and other skins</i>	
<i>Tons</i>	<i>Value £</i>	<i>Tons</i>	<i>Value £</i>	<i>Tons</i>	<i>Value £</i>	<i>Tons</i>	<i>Value £</i>
5,728	1,230,408	2,687	1,755,390	555	208,297	85	166,275

The hides, in the dry state, are sold to exporting firms for shipment to the world's markets.

Prices paid per lb. for hides and skins during the period under review fluctuated according to demand. The figures were:

	<i>Dry Butcher's Hides</i>	<i>Short Haired Sheep skins</i>	<i>Red Goat skins</i>	<i>Cross-bred Goat skins</i>
April, 1953	20d.	32d.	67d.	59d.
March, 1954	20d.	28d.	66d.	82d.

In the Northern Region it was estimated that a total of 9,050 tons of hides and skins were exported during the year. After slaughter the hides and skins are cleaned and dried by butchers or traders who then sell them through middlemen to commercial firms. A small proportion of the leather in the Northern Region is processed by local tanners as raw materials for leatherwork.

In the Western Region 90 per cent of the hides produced were bought for export purposes and of these 62 per cent were of Grade I quality. Only a small proportion of sheep and goats go to the public slaughter markets and therefore comparatively few skins come into the open market. Marked success was being achieved in the improvement of both flaying and drying. Close supervision was given to the producing centres and drying premises were subject to registration by permit. The Colonial Office Delegation on Hides and Skins which visited the Region in September, 1954, commented very favourably on the quality and preparation of hides from this Region.

In the Eastern Region about 40,000 hides were prepared for export during 1954. Most skins were retained in the Region for floor-coverings, bags etc., but some were exported to the Northern Region. Efforts were being made by a team of Hides and Skins Instructors to improve the standard of flaying and to restrict the non-flaying of cattle.

*Butter and Milk.* Native butter and milk are sold in the local markets and no figures of production are available.

European graded butter was produced at the Plateau Dairy, Vom, and at several other Government Institutions and farms. The production figures for the Plateau Dairy in 1954 were:

<i>Butter</i>	<i>C.B.F. (Clarified Butter Fat)</i>	<i>Cheese</i>
233,543 lb.	70,845 lb.	59,618 lb.

In the main the other units produced for local consumption.

*Other livestock produce.* Blood and bones from the Kano and surrounding abattoirs were manufactured into a certain amount of animal feeding stuffs and fertilisers.

The handicraft centres at Lagos and Enugu were working to capacity. It is difficult to quote actual attendance figures due to the staggering of holiday periods, but approximately 500 pupils attended each centre for instruction in woodwork and metalwork. Increased facilities for handicraft training are anticipated in 1953 in all regions.

#### PUBLIC HEALTH

With certain exceptions, public health has become the responsibility of the Regional Governments. Major national interests, including the maintenance of health records, the administration of specialist organisations and research schemes, and the recruitment of senior personnel, are the responsibility of the Inspector-General, whose principal functions and those of his staff have accordingly become more co-ordinative, advisory and inspectorial. In association with the Central Minister of Social Services, the Inspector-General is responsible for the duties outlined above and also for carrying out the directions of the Council of Ministers on matters of general medical policy.

The extensive inspection tours undertaken by Ministers and their deliberations with Regional Medical Advisory Boards greatly influenced the integration of the medical services provided by Government, Native Administrations, missions and corporations. In the Western Region new proposals covering a four-year period were formulated, and are complementary and additional to the existing plan of development ; and in the East the provision of a Local Government Medical Service was being discussed.

The reorganisation of the Rural Health Services was one of the main problems to which the Department addressed itself during the year. A scheme to develop a comprehensive Rural Health Service was drawn up and is now being studied by the regional authorities. Its purpose is to co-ordinate, expand, and improve the existing services—dispensaries, maternity and child welfare centres, rural health centres, ambulance services, mobile field units, leprosy and sleeping sickness services—and to direct their main effort to disease prevention among Nigeria's enormous rural population. Fundamental principles in the scheme are the development of health consciousness in the villages, the active collaboration of the health committees of local authorities, the setting up of a pilot scheme in each Region, and, perhaps most important, the provision and training of an adequate staff, particularly a supervisory cadre of experienced rural medical officers.

The number of qualified doctors, Government, mission and private, in Nigeria was just over 500—one to every 60,000 of the population, now estimated at about 31 millions. It will be many generations before the optimum ratio of one doctor to 2,000 people is attained. Consideration of the probable output of qualified Nigerian practitioners from medical schools abroad, from that at Ibadan, and from the proposed school at Kano, indicates that a reasonable objective to aim at in the near future would be a Government service of 1,000 medical officers, about four times the present number employed.

from the issues of biologicals from the Vom Veterinary Research Laboratories, as follows:

<i>Cattle</i>	<i>Doses</i>
Dried Goat Virus Vaccine . . .	1,325,275
Lapinised Rinderpest Vaccine . . .	27,625
Contagious Bovine Pleuro-Pneumonia . . .	103,200
Blackquarter Vaccine . . .	1,462,400
Haemorrhagic Septicaemia Vaccine . . .	34,525
Anthrax Spore Vaccine . . .	397,200
<i>Goats</i>	
Contagious Abortion Vaccine . . .	1,140
<i>Fowl</i>	
Newcastle Disease Vaccine . . .	44,900
Fowl Cholera Vaccine . . .	100,950
Fowl Pox Vaccine . . .	28,500
Fowl Typhoid Vaccine . . .	93,700
<b>TOTAL</b>	<b>3,619,415</b>

Field tests were made of a new anti-Rinderpest vaccine thought to be suitable for Muturu and Keteku cattle (found chiefly in Ilorin and Kabbia Provinces), and of a new Bovine Pleuro-pneumonia vaccine, and of a field diagnostic test for this latter disease.

Plans for a Departmental Tsetse Control Unit reached an advanced stage.

In the Eastern Region a great deal of the Veterinary Assistants' time was occupied with work on internal and external parasite control: 58,830 worm treatments were done during the year.

### *Improvement of Stock*

In addition to the issue of biological products, the Veterinary Research Laboratories were engaged on diagnostic work and investigation. A valuable aid to field diagnostic work was the introduction of the rapid whole blood slide agglutination test. Investigations were also made into the response of Nigerian cattle to Phenothiazine medication, and into the course of helminth infestation in goats at Birnin Kebbi Livestock Investigation Centre, Sokoto Province. Experiments were also conducted to ascertain a suitable drug for use under Nigerian conditions against hookworm in ruminants.

The artificial insemination programme at Vom was continued; 23 cross-bred Friesian and Zebu calves were produced. Comparison of weight at birth showed that whereas the average weight of a Zebu male calf was 48 lb. the average weight for a male cross-bred (A.I.) male was 59.75 lb. Similarly weights for female calves were: Zebu 45.5 lb. Friesian and Zebu 56.40 lb. Work continued at the five Veterinary Livestock Investigation Centres on the breed characteristics and potentials of indigenous livestock. The investigation was based on selection, culling and improved methods of management.

*Regional Improvement of Stock*

*Northern Region.* According to the joint Statement of Policy, live-stock improvement was regarded as the responsibility of the Agricultural Department, except in specific instances. The following Veterinary Department Schemes were in progress:

(i) *Bulassa Livestock Investigation Centre, Birnin Kebbi*

With the release of £5,000 from capital development funds, work was commenced to establish the buildings, fenced paddocks, etc., necessary for investigation. Flocks of Red Sokoto Goats, Ouda sheep and a small herd of Gudali Cattle were built up. Investigation into helminthiasis in goats was carried out and yielded valuable results now being applied on a wider scale. Plans included: further disease investigation; breeding experiments, including progeny testing on the Red Sokoto Goats; pasture management investigation, and improvement experiments. General investigation and recording work was already in hand on breeding and growth rates, etc.

(ii) *Biu Livestock Investigation Centre*

Stock consists of Katabu cattle and poultry of imported Light Sussex and Rhode Island Red breeds.

The cattle showed a satisfactory increase and recording of milk yield and growth rates was in hand, as this Centre aims at improving the milk yield and ensuring continuous growth of calves.

The poultry were used to issue breeding birds and hatching eggs to African farmers. Considerable issues had already been made.

(iii) *Katsina Livestock Investigation Centre*

Situated on extremely poor "farmed out" soil, the main work of this Centre was to investigate methods of restoring fertility and grass cover. This work was put in hand. A herd of Rahaji cattle was maintained and a poultry improvement scheme was being developed and extended.

In addition two Horse Breeding Centres were at work in the Region (Sokoto and Katsina). From these, high quality stallions were sent on tour, thus providing good blood at subsidised rates, and a small amount of actual breeding with selected mares at the Centres was carried out.

*Eastern Region.* At the Veterinary Investigation Centre at Ezamgbo in the Eastern Region, work continued throughout the year in stumping, clearing and levelling land and in the planting of improved grasses; notably *Stylosanthes* and *Anxonobus*. This planting, together with grazing control by means of fences, resulted in a great improvement in ground cover and grazing during the year. Manure and rice bran were extensively used, the latter proving very useful in controlling erosion on the poorly covered areas.

the question of an orthopaedic hospital for the Northern Region was being discussed.

### *Training Schemes*

The overwhelming importance is recognised not only of continuing the expansion of training schemes, but of attracting well educated entrants, maintaining and raising technical standards, and imbuing pupils with a sense of purpose and vocation. The professions of nursing, midwifery and health visiting still attracted too few girls even in the more advanced areas. In the Northern Region and in the Cameroons, educational standards are low and progress is slow. At the Nurses Preliminary Training School at Kano, just over 50 per cent of the pupils were successful in the preliminary examination. It is noteworthy however that at the final qualifying examination for nurses held in June 1952, a northern candidate from Sokoto obtained the best pass. This is the first occasion on which a native of northern Nigeria has gained this distinction. Conditions for pupils were gradually being made more congenial by the provision of well-designed hostels, adequate dining accommodation, facilities for recreation, and libraries. Although some 200 pupils were accepted at the four Government Preliminary Training Schools (that at Lagos now having transferred to Ibadan) and many more are nurses-in-training at hospitals, the demand still exceeded supply. Missions and the Cameroons Development Corporation, which has to provide staff for its eight hospitals, were also expanding their training.

Grade I Midwives are trained at four Government centres ; a fifth school for Grade III pupils was built at Kano but lacked tutorial staff. The posting of a tutor to the Aba Centre greatly improved teaching and examination standards ; three pupils earned distinction. Again, missions play a considerable part in this branch of medical training, having 14 training centres, mainly for Grade II midwives, in the Eastern Region alone. It is evident that rural maternity centres must deal increasingly with normal cases so that the abnormal may obtain full advantage from the improved hospital facilities.

Plans for a school at Kano for the new grade of Medical Assistants were completed. Although building was not started during 1952, a principal is already available and training will begin in a section of a new building erected for other purposes as soon as essential equipment, staff and students can be assembled. Once Medical Assistants qualify in adequate numbers after their five-year course they will relieve hospital staff of much routine work, particularly in out-patients' departments, and they should prove of even greater value in the rural health service.

Other training establishments included the now well-organised Regional and Lagos Town Council schools for sanitary inspectors, 15 of whom obtained the Certificate of the Royal Sanitary Institute (West Africa) in 1952 ; schools for laboratory technical assistants at Lagos and Kano—at the former consideration is being given to extending training to three years ; the two pharmacy schools, that at Yaba producing

solely with the Forest Department acting under the Minister of Agriculture.

There were 2,689 square miles of Government forest reserves on communal lands in the Eastern Region and seven square miles on Crown land. It was not possible to sub-divide these areas into exploitable, inaccessible, etc. Many areas considered only recently to be of little immediate value, because of paucity of export species and markets and physical inaccessibility, were becoming the subject of promising utilisation enquiries as the result of the building of new roads. Management of the reserves was by the Chief Conservator assisted by a staff of professional forest officers, technical assistants, uniformed protective staff and clerks. Simple working plans were being made for each reserve or group of reserves. Exploitation was to be followed by regeneration, probably a form of line or spot planting of economic species grown in nurseries. Regeneration of fuel plantations was generally by coppice. The immediate aim of the Department was, by improving the stocking of economic species, to bring the reserves into production as rapidly as possible on the basis of sustained yield.

In the Western Region, too, reservation in the Rain Forest areas was as complete as possible. Regional forest policy accepted the basic principle that while ownership of the forests was recognised as being vested in the local communities, as represented by their Native Authorities or local government councils, the Regional Authority regarded the forest estate as a national asset which it was in duty bound to control and manage for the ultimate benefit of the country as well as of the owners themselves. The Western Region recognised its special responsibility in supplying the future timber requirements of the country, and was concentrating on increasing the productivity of the high forest estate. The greater part of the high forest reserves of the Region (total area approximately 4,000 square miles) were being placed under working plans which prescribe area control of felling over a period of 100 years, the estimated rotation, and conversion of the irregularly grown forest to a complete series of more or less even-aged coupes by encouragement of the regeneration and growth of the species of known economic value.

At the end of 1954 there were a total of approximately 2,432 square miles of Government forest reserve and 4,766 square miles of communal forestry areas in the Western Region.

### *Forestry Industry*

*Northern Region.* As most of the forest produce used in the Northern Region was taken from unreserved lands it was impossible to assess the area exploited. The volume of output on which revenue was collected was:

	<i>Solid Cubic Feet</i>
Logs . . .	78,540
Sawn timber . . .	199,968
Hewn and split wood . . .	92,667
Firewood . . .	2,659,206



With the exception of one expatriate-owned sawmill operating reserved forest in Jema's Division and producing some 50,000 cubic feet per annum, all exploitation was by hand methods, and operators worked on a small scale. Pitsawyers producing mostly for local consumption were active in Niger, Ilorin, Kabba, Benue and Plateau Provinces. For the first time logs of the soft white wood *Triplochiton scleryxolon* were taken from Ilorin and Kabba Provinces for export from Nigeria, but the venture was not sustained. Pitsawing was almost exclusively confined to the three species *Chlorophora excelsa*, *Khaya grandifoliola* and *K. senegalensis*.

At roadside in the producing areas the cost of lumber averaged 7s. per cubic foot, but transport charges raised the price to the consumer to 20s. or more in the more northerly provinces.

*Eastern Region.* In the Eastern Region no control under the Forestry Regulations was exercised in areas outside forest reserves. In consequence the greater part of the exploitation in progress in the Eastern Region was in such areas. The forests still existing in Rivers and Owerri Provinces provided logs for the export trade, which was mainly supplied by small operators who sell to the exporters in the ports. Logs unsuitable for export found a market in the sawmills in Calabar, Oron, Opobo, Port Harcourt and Isioikpo, which were all well served by water communications.

The output from unreserved lands which was absorbed by the local markets is not known. The export for the year ended 31st March, 1954, from such lands amounted to 1,715,000 cubic feet in log form and 4,500 cubic feet as sawn lumber. Known sawmill intake in one sawmill only was 91,000 cubic feet. The production from reserves of timber pit props and fuel was 415,400 cubic feet, as compared with 181,400 cubic feet in the previous year from the same area. (Figures given in previous reports have been for the Eastern Region including the Southern Cameroons). The known use of timber and fuel in Eastern Region in the same year therefore totalled 2,225,000 cubic feet. There was an increase in exports of 478,000 cubic feet as compared with the previous year, but this market depended on very unstable sources of supply and may fluctuate considerably.

There were five working sawmills in the Region, four privately owned and the other run in conjunction with the Eastern Regional Production Development Board boatyard. One obtained its supplies from its own exploitation organisation, one from contractors and the others mainly from wood offered in the water at mill site. The output of the four private mills was estimated to be about 166,000 cubic feet per yard.

The main exploited species were:

*For export*

Chlorophora,	Triplochiton,
Khaya,	Terminalia ivorensis,
Entandrophragma,	Mitragyna.
Lovoa,	

*For local lumber*as above, chiefly *Chlorophora*.*For canoes**Chlorophora*,  
*Pterocarpus*,  
*Sarcocephalus*.*For pit props**Avicennia*,  
*Gmelina*,  
*Tectona*.*For firewood*Indigenous hardwoods,  
*Gmelina*,  
*Tectona*,  
*Cassia siamea*.

*Western Region.* The timber industry in the Western Region was left to private enterprise, i.e., the small producer who operates mainly outside the forest estate and converts logs by means of pitsawing for the local market; and large companies, private firms or individuals whose concessions are the subject of agreements between them and the owners, both inside and outside the forest estate, and who extract timber from the forest in the log either for export in that form or for conversion to lumber in sawmills for local sale or export.

By far the greater proportion of timber was exported in log form although in recent years there has been an encouraging increase in saw-milling capacity. Figures showing exports of logs and lumber from Nigeria for the past five years, are given below. Exports of the various types during 1953-54 are shown on p. 80. The steady increase in export of sawn timber is gratifying. It is estimated that 80-90 per cent of Nigerian timber exports come from the Western Region.

	1950 Cub. ft.	1951 Cub. ft.	1952 Cub. ft.	1953 Cub. ft.	1954 Cub. ft.
Logs	9,218,000	16,845,000	7,706,000	11,821,000	10,254,000
Sawn	548,000	955,714	949,429	1,137,800	1,282,000

Accurate figures for sawmill output are not available but the potential is estimated at 2 million cubic feet. Apart from sawmills, the only processing mill of any consequence in the Western Region was the African Timber and Plywood Company plywood mill at Sapele which had a potential annual output of somewhere in the region of 450,000 cubic feet of plywood and veneer.

Production within the Region of the main exploited timbers is given below for the years 1953 and 1954. The 1954 figures include estimates for the quarter October-December. Complete figures for the year were not available.

The following figures include trees felled both inside and outside reserves and represent the total volume of timber taken under permit.

<i>Species</i>	<i>Volume in cubic feet (round timber)</i>	
	1953	1954
<i>Triplochiton scleroxylon</i> (Obeche)	9,000,000	8,700,000
<i>Mitragyna ciliata</i> (Abura)	2,250,000	850,000
<i>Khaya ivorensis</i>	2,000,000	2,000,000
<i>Gossweilerodendron balsamiferum</i> (Agba)	1,500,000	1,700,000
<i>Entandrophragma</i> spp.	2,000,000	2,500,000
Others	7,500,000	7,500,000
TOTAL	24,250,000	23,250,000

#### FORESTRY RESEARCH AND TRAINING

During 1954 forest research and education remained the responsibility of the Central Research Branch and the Forest School at Ibadan. Up to the end of September these were, in the main, separate organisations under the Inspector-General of Forests in Lagos.

With the introduction of the new constitutional arrangements on the 1st October, the post of Inspector-General of Forests was abolished and that of Director of Forest Research created. The Director was placed in charge of research and education, with his headquarters at Ibadan. At the same time, with the complete regionalisation of the Department, the Research Branch and the Forest School became more closely united but quite separate from the regional Forest Department. These changes had, however, very little effect on the immediate work in hand.

As before, forest research was divided into three main sections, silviculture, botany and engineering. Although there is a distinct amount of overlapping between silviculture and botany these sections are dealt with separately.

#### *Silviculture*

The Principal Research Officer was in charge of this. He had under him two Assistant Conservators working from Ibadan and one, attached to the Research Branch from the North, working from Jos.

The work of those at Ibadan was concentrated entirely on the silvicultural problems of the Western Region. These are mainly connected with the regeneration, mostly by natural means, of the areas of tropical rain forest. There are many problems concerning the present methods of natural regeneration. In an attempt to give answers to these problems investigations begun in 1952 and 1953 were continued during 1954. In particular, towards the end of the year, attention was given to the questions of removing from the forest large, uneconomical trees and cheaper methods of removing small weed trees. Investigations into the use of contact arboricides, hormone poisons, were started in November.

Another important matter which received attention was the system of numerically assessing the results of natural regeneration operations. The current system of seedling counts have not been entirely satisfactory and systems in use in the Gold Coast and Malaya were tried. These

investigations were continuing and there was every reason to believe they would be fruitful.

Work on artificial plantations was carried on by means of permanent sample plots. There were 26 of these being maintained in the Western Region.

In the North the one Assistant Conservator dealt with the very different problems which are found there. In the savannah areas which occupy most of the North, investigations were carried out in natural regeneration and plantations. Efforts to obtain natural regeneration were made by cultivating the land and obtaining sucker shoots and by the control of burning. Work on plantation and nursery methods was also being carried on mainly with exotics. In the Kurmi Forests investigations into natural regeneration were being carried on.

Except for a few permanent sample plots no work of this nature was carried out in the Eastern Region or the Cameroons.

### Botany

The work of the botanical section was mainly divided into two sections. First, by identification and classifying botanical specimens, knowledge of the individual components of the forest was obtained. Secondly, by studies of the forest over long periods, details of the formation and ecological changes going on in the forest were obtained.

Work on these two sections was continued during the year. The herbarium at Ibadan was maintained and added to and now contains over 22,000 specimens.

Ecological studies of the forest were started by laying down sample plots. So far this had only been done in the Western Region, but it was hoped at an early date to start work in the East as well.

The first part of Volume I of the revised edition of the *Flora of West Tropical Africa* was published during the year.

### Engineering

The Forest Engineer working at Ibadan spent a considerable amount of his time on advisory work; especially on the initiation of sawmill projects.

Small sawmill and timber testing experiments were carried out and also investigations into the effect of wood preservatives.

A pamphlet on timber identification was prepared for publication.

### Education

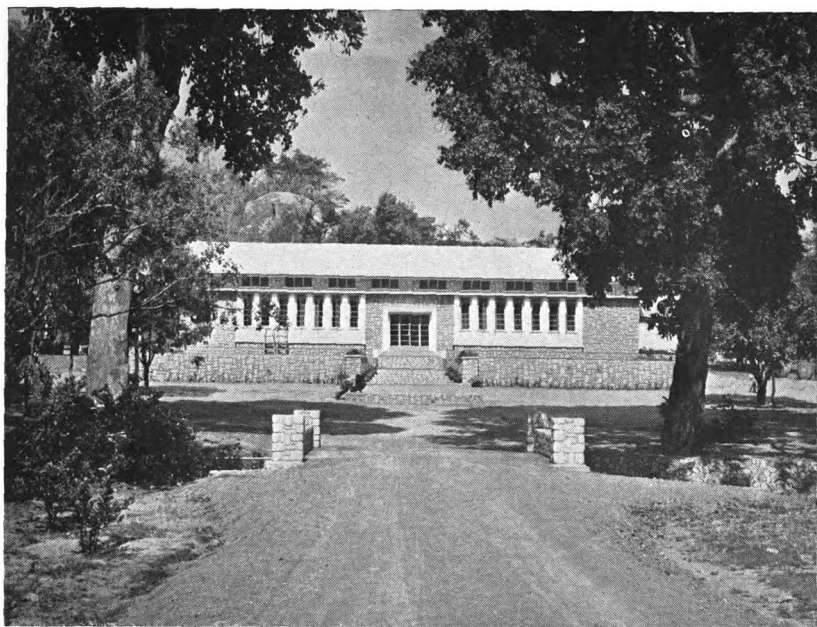
From January until September, the School was occupied with the normal type of first-year Forest Assistant's course which commenced in November, 1953. Eighteen students started the course and 13 successfully completed it.

The course was made up of students from the three Regions, as follows:

Region	No. of Students who started the Course	Number Resigned	Number Failed
North	2	—	1
West	9	1	—
East and Cameroons	7	—	3

## Exports of Logs and Lumber during 1953-54

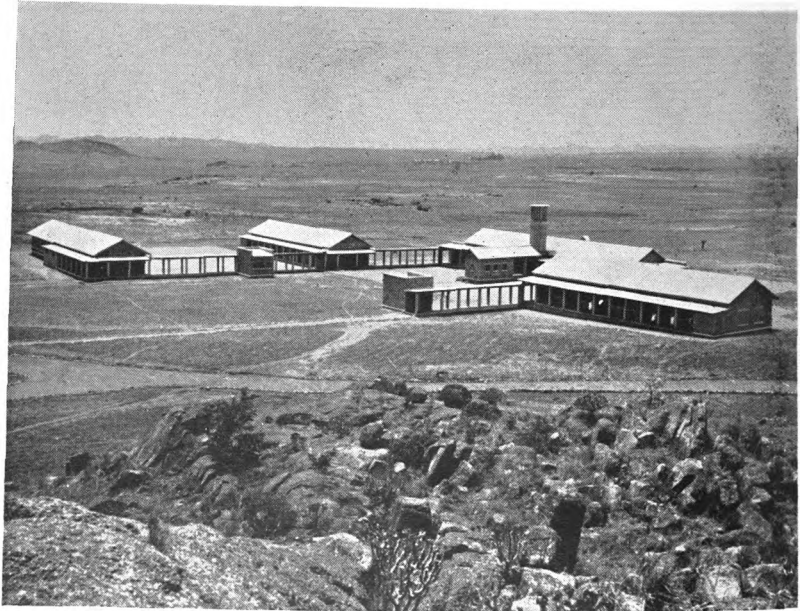
SPECIES		LOGS		SAWN	
		Volume	Value	Volume	Value
		Cu. ft.	£	Cu. ft.	£
Abura	Mitragyna Stipulosa	2,393,240	490,564	35,024	19,221
Fara	Terminalia Superba	13,110	2,705	4,015	1,997
Atzella	Azella Africana	6,466	2,445	7,752	4,070
Agba	Gossweilerodendron Balsamiferum	781,873	202,109	167,275	92,581
Antiaris	Antiaris Africana	3,364	976	—	—
Avan	Distemonanthus benthamianus	1,875	772	7,348	3,589
Ganarium	Canarium schweinfurthii	418	103	—	—
Dnta	Cistanthere papaverifera	11,088	3,614	9,827	5,094
Ebony	Diospyros spp.	2,937	5,036	37	20
Ekhimi	Piptadenia Africana	10,327	3,721	501	256
Ekki	Lophira alata	—	—	24,286	11,992
Gedunohor	Entandrophragma macrophyllum	30,726	8,796	15,276	8,129
Guara	Guara thompsonii	107,422	35,568	126,060	67,643
Idgo	Terminalia ivorensis	211,584	51,808	11,337	5,833
Iroko	Chlorophora excelsa	253,543	132,685	24,870	18,061
Mahogany	Khyra ivorensis	1,056,981	304,943	95,649	58,350
Makore	Mimusops spp.	3,448	1,085	261	120
Mansonia	Mansonia altissima	68,933	22,389	6,420	3,738
Obechie	Triplochiton schleroxylon	6,087,840	1,662,696	379,781	208,832
Omu	Entandrophragma candollei	1,209	419	383	190
Opepe	Sarcocephalus diderrichii	19,266	8,424	80,074	43,523
Sapele	Entandrophragma cylindricum	569,810	229,686	79,586	44,401
Utile	Entandrophragma utile	—	—	—	—
Walnut	Lovos Klaineana	42,195	11,944	9,606	5,682
TOTAL ALL SPECIES		11,821,447	3,222,832	1,137,814	627,495



**JOS MUSEUM**



**GROUNDNUT FARM**



**SECONDARY SCHOOL, JOS, NORTHERN REGION**



**APAPA RECLAMATION SCHEME, LAGOS**

Lagos. The new yellow fever vaccine and forensic science laboratories are nearing completion, and a senior pathologist has been appointed for forensic work. Plans are being made for a blood transfusion service.

There are now 101 technical assistants, 32 of whom are in training. Consideration is being given to making their course one of three years' whole-time teaching. The service has been regionalised. In the North, a senior pathologist, stationed at Kano, advises on staff and equipment and inspects laboratories throughout the region. A central laboratory is to be built at Kaduna. As yet the Eastern Region has no pathologist, and the Western senior personnel is all in Lagos. At the central laboratories the Wasserman test has been introduced as an additional test, and trials began with the V.D.R.L. test, which may replace the Ide for yaws work in the field. Almost seven million doses of glycerinated, lanolinated smallpox vaccine were produced, and almost a quarter of a million cubic centimetres of rabies vaccine, the demand for which is growing. Experimental work on freeze-dried yellow fever vaccine, held up by lack of equipment, reached the stage where safety-tests in monkeys and a small field trial could be undertaken, proving that a safe and potent vaccine had been produced under difficult conditions. New air-conditioned laboratories are being built for full-scale production, which may be combined with that of a freeze-dried smallpox vaccine.

## HOUSING

### *Northern Region*

The standards of housing throughout the Northern Region change slowly and the vast majority of the people continue to live in the traditional mud and thatched houses, built in the same way as by their forefathers. In some of the towns, however, money obtained from the high prices of crops is to some extent being invested in a more advanced type of housing ; corrugated iron roofing is replacing thatch and brick and cement is used instead of mud ; while cement floors are being laid and wooden doors are hung instead of mats. In many places there was a growing emphasis on town planning. Wide avenues were set out, thousands of shade trees were planted, model compounds built and villages laid out on a model basis. In some of the resettlement areas, for example Kontagora, all the hamlets are planned and built for the settlers.

### *Western Region*

The usual type of house occupied by the poorer classes has mud walls, wooden windows and doors, and a thatched roof. The houses of the more prosperous classes are of mud or brick walls, cement rendered, and have corrugated iron roofs and glass windows. In many cases houses of this type consist of two or more storeys and often include a produce store or shop on the ground floor. In many of the larger centres, notably in Ibadan, the wealthier commercial and professional



*Eastern Region*

Each year between the months of October and June, very large quantities of Bonga (*Ethalmosa fimbriata*), a member of the herring family, are caught by fishermen who live on the stretch of coast between Akassa in the Brass Division and Victoria in the British Cameroons. This is commercially the most important fish in the waters of the Eastern Region. It is fished with an impounding gill net 200 fathoms long and between 5 to 10 fathoms deep. Until quite recently this fish was caught with cast nets, but after extensive demonstrations by the Department of Fisheries over the past few years, the new net was widely adopted and catches greatly increased. There was a considerable increase in the number of local users of improved nets in 1954. The principal grounds during the year were the coastal waters around Brass, Bonny, Opobo, Calabar and Rio-del-Rey river mouths.

A fishing crew for Bonga consists of from six to eight men; it has become customary for the crew or some of the members to have shares in the nets and canoe. Apart from active fishing they also get wood for smoking the Bonga wherever a market is not near a fishing settlement.

A co-operative fishermen's shop was opened at Obianga near the mouth of the Opobo River, which sold fishermen's gear. The Fisheries Officer gave advice on purchasing nets and lines and other gear.

The Department also kept a close watch on supplies and prices and wherever possible put fishermen in direct contact with importing firms so that they would not be obliged to pay exorbitant prices to traders and other middlemen.

Shark fishing, introduced by the Department, also did well. The season normally begins during the rains and continues until late December. Formerly sharks and sawfish were caught on lines but the adoption of large mesh nets has enabled fishermen to make larger catches with much less effort. Nets are set overnight and removed or examined in the morning. This method has become well established and is becoming increasingly popular. Much larger numbers of shark nets were in use on the coast in 1954. This method was most successful at the mouths of the Andoni and St. Bartholomew rivers where it was demonstrated to local fishermen by the Fisheries Assistants of the Department for the first time.

Canoes used for sea fishing are made from cotton wood and are crescent-shaped. Although eminently sea-worthy they are not durable and rarely last more than two seasons. They cost £12-£20. The Department introduced from the Gold Coast a canoe made of African white-wood (obeche) in which local fishermen were interested. These canoes, which last up to ten years, cost about £45; the chief obstacle to the spread of their use was the difficulty of obtaining carvers, and the Department of Fisheries introduced a carver to train local canoe-makers.

*Western Region*

The principal coastal fishing areas of the Region are from Orimedom to Otolu along the Epe sea coast, Elefrom fishing settlement on the

Lagos Executive Development Board continued its work there on the new satellite town and all roads were completed during the year. Plans were prepared for the western area housing scheme at Apapa where it is intended to erect residential buildings.

#### SOCIAL WELFARE

The term 'social welfare' is interpreted as excluding social services such as education but including something more than mere measures undertaken for classes of the community requiring special care. Generally speaking the care of the destitute, aged and sick is the acknowledged responsibility of the family. The Social Welfare Department works mainly in the large cities. Most of the Departments' Welfare Officers are Nigerians who were trained in the United Kingdom.

##### *Northern Region*

The Social Welfare Officer, stationed at Zaria, continued to supervise a wide variety of youth activities and devoted a great deal of time to court work. Magistrates showed an increasing interest in probationary work although the Native Courts were reluctant to refer such matters to them owing to an incomplete understanding of modern penal theory; steps are being taken to correct this misunderstanding.

It is hoped to start a remand home for juvenile delinquents in Zaria and the Sokoto Native Authority is building a reformatory which will take up to 120 boys. Certain Native Authorities made rules to control the movements of juveniles where they found that delinquency was increasing. The reformatories at Kano and Maiduguri continued their successful work, the boys being taught minor crafts and given secular and religious education.

Boy Scouts, Girl Guides and the Boys' Brigade continued to attract an increasing number of boys and girls.

##### *Western Region*

*The Juvenile Court Centre, Lagos.* A special panel of Magistrates sits in Lagos as a Juvenile Court. During 1952, 644 boys and 430 girls went before the Juvenile Court, some of whom were dealt with as follows:

98 boys were sent to an Approved Institution.

19 boys and 12 girls were committed to the care of an approved person.

71 boys and 26 girls were placed under the supervision of a Probation Officer.

52 boys were placed on probation after being found guilty of criminal offences.

153 boys and 47 girls were repatriated.

The Juvenile Court Centre deals with juvenile problems generally. Parental neglect continued to be the main cause of juvenile delinquency—fathers failing to maintain their children and mothers spending their days trading in the market. Separation of the parents also caused severe emotional disturbances in the child, which often expressed itself

Resources and Social Services, dealt with the Federal Government's responsibilities, which were:

- (i) Scientific and technical research and demonstration in sea fishing, in fish preservation and processing, in fish farming, in the conservation of existing sea and fresh water fisheries, in the control of pollution, and the use of fish in the control of certain diseases.
- (ii) The control of the introduction of exotic species of fish.
- (iii) Representation of Nigeria on the Managing Committee of the Inter-Territorial West African Fisheries Research Institute, WAFRI (concerned with fundamental research).
- (iv) Preparation of legislation for the manning and safety of fishing boats (in consultation with the Marine Department) and for the control of foreign fishing in territorial waters.

The budget for 1954-55 was £37,740. Of this £31,890 was recurrent expenditure, including contributions of £13,430 to WAFRI, and £5,850 was special expenditure. The staff comprised a Chief Fisheries Officer, two Fisheries Officers (expatriate graduates), two expatriate Master Fishermen and appropriate junior staff. Considerable expansion was proposed if suitable qualified staff could be recruited.

#### *Fisheries Research and Development*

Fundamental research (marine and freshwater) was carried out by the inter-territorial WAFRI, with its headquarters at Freetown. The Federal Department was responsible for long- and short-term applied research, and the Regional Departments for development and extension work.

Having succeeded in greatly expanding the sea-fishing industry employing traditional methods, the Department's efforts became directed to further improvement by the introduction of motor fishing boats and other modern methods.

As reported above, a firm with foreign and Nigerian directors was undertaking trawling out of Lagos with two large 100-ft. vessels with expatriate officers; the costs were marginal. Trawling with small motor boats of about 30-feet, with local crews, was demonstrated at Lagos, Opobo and Cameroons. Outboard motors and new nets for shoaling fish and sharks were introduced to canoe fishermen.

The Western Region Fisheries Department employed a training team to demonstrate improved methods of fishing, curing, net-making and maintenance to the indigenous canoe fishermen. Fish-farming in fresh and brackish water was demonstrated and was beginning to spread; much knowledge had already been gained of suitable species and techniques. It would appear that for the Nigerian himself the small motor boat and the fish pond will lead to the quickest expansion. The Eastern Region Fisheries Department took great interest in the promotion of fish farming. Fish ponds were being built at Ogbakiri, Ahoada

Division, Opobo, and at Onitsha for a private venture. Ponds on the Department of Agriculture farms were stocked with fish and various other ponds were inspected and advice given.

Investigation of the problems involved in operating small vessels from the surf-ridden river mouths was started at Opobo in the Eastern Region, but awaited the delivery of a larger vessel (40 ft.) before definite recommendations could be made. Locally built wooden motor boats and an imported light alloy motor boat were successfully demonstrated.

## MINING

### *Mineral Rights and Ownership*

The entire property in and control of all minerals, including mineral oils, in Nigeria was vested in the Crown by virtue of Section 3 (1) of the Minerals Ordinance, (Cap. 134 of the Laws of Nigeria). This Ordinance, however, provided that the rights of any native of Nigeria to the customary taking of iron ore, salt, soda, potash and galena from lands, other than land within a lease or mining right, shall be maintained.

Mining and prospecting were regulated by laws and regulations which are designed to:

- (a) promote efficient economic development of Nigeria's mineral resources;
- (b) protect, in so far as is consonant with the above, existing rights of the indigenous inhabitants;
- (c) prevent illegal traffic in minerals;
- (d) ensure that the safety of workers and other persons is not endangered by mining operations;
- (e) prescribe payment of fees, rents and royalties to Government. Royalties are tied to the current price of the mineral concerned and the revenue accrues to the Region in which the mineral was won.

### *Prospecting Regulations*

Prospecting for metalliferous minerals was lawful under a Prospecting Right, Exclusive Prospecting Licence or Special Exclusive Prospecting Licence, and metalliferous mining was lawful under a Mining Right, Mining Lease or Special Mining Lease. Special provisions, however, were made for the prospecting and mining of radio-active minerals by the Radio-active Minerals Ordinance (No. 37 of 1947). Coal mining was conducted solely by the Nigerian Coal Corporation, a public corporation, established by the Nigerian Coal Corporation Ordinance, 1950, which provided for prospecting and mining of coal by the Corporation under licence from the Governor and, for exemption from royalties. The prospecting and exploitation of mineral oil was controlled by the Mineral Oils Ordinance. Special legislation had also been enacted to cover the exploration and development of the lead-zinc

deposits of Ogoja Province in the Minerals Development (Lead-Zinc) Ordinance (No. 9 of 1952).

### *Production*

The principal products and their value during 1954 were:

<i>Mineral</i>	<i>Production</i>	<i>Value (Estimated)</i>
		£
Coal . . . . .	636,000 tons	1,217,000
Tin Ore (Cassiterite) . . . . .	12,185 tons (long)	6,532,000
Columbite (Columbium Ore) . . . . .	2,914 " "	6,446,000
Tantalite . . . . .	9.34 " "	37,000
Wolframite . . . . .	3.39 " "	1,200
Monazite . . . . .	Nil	Nil
Kadim . . . . .	Nil	Nil
Lead Ore . . . . .	11 tons (long)*	825
Zinc Ore . . . . .	Nil	Nil
Gold . . . . .	912 oz. (Troy)	8,800

\* As declared in mineral returns.

During the year, at Akata in Opobo Division and at Etuk Mban in Uyo Division, both of Calabar Province, the activities of the Shell D'Arcy Exploration Company (Nigeria) Ltd. were rewarded by discoveries of oil. It was still uncertain whether oil was present in marketable quantities and further explorations were being made. Traces of oil were believed to have been found at Nzam in Onitsha Division by the same company.

### *Organisation of the Industry*

Metalliferous mining, which is practically all of an open cast alluvial nature, is conducted by all grades of organisations ranging from large companies, who employ extensive capital equipment and conduct research into ore occurrences and mineral dressing, to private operators mining almost entirely by simple hand methods, employing tributers and other labour paid according to the amount of mineral won.

During 1954 there were operating in Nigeria 24 companies incorporated in the United Kingdom, 28 companies incorporated in Nigeria, 7 firms operating under registered business names and 92 private operators. Most of these were producing tin and about half of them columbite as well.

Tin and columbite were exported entirely in the form of ore, the former to the United Kingdom and the latter mainly to the United States with the remainder to the United Kingdom. The price of tin during the year averaged £702, £729, £739 and £705 in the first, second, third and fourth quarters of the year respectively, while columbite maintained a uniform price of 640s. a unit. The price of tin averaged £711 a ton for the year as against a figure of £730 for 1953, but the range of variation

of price was much smaller. The high price of columbite was maintained during the year by the continuance of the United States Government's 100 per cent bonus buying programme.

Tin ore shipped varies around 72.5 per cent tin, while columbite, which for royalty purposes is deemed to contain 65 per cent mixed columbium and tantalum oxides, is shipped with assay values up to 73 per cent. Gold production is absorbed internally and sales were made around the Bank of England price. Shipments of the other metalliferous minerals mined were small.

Coal production in Nigeria was in the hands of individual miners working under the Nigerian Coal Corporation. Of the total coal production 28,996 tons were exported, mainly to the Gold Coast, and the balance absorbed internally, chiefly by the Railway Administration and the Electricity Corporation of Nigeria.

### *Processing*

Processing was confined to producing shipping-grade ores, except where local craftsmen smelted small quantities of metal for use in ornaments and jewellery.

### *The Mines Department*

The Mines Department, which was a Federal responsibility, consisted of 26 senior officers including a Chief Inspector of Mines, an Assistant Chief Inspector of Mines, a Deputy Chief Inspector of Mines, one Principal and 13 Inspectors, and 53 junior service technical assistants. The Department also posted officers to the Regional Governments, to act as advisers.

The Budget for the financial year 1954-5 was:

	£
Personal Emoluments . . .	55,770
Other charges . . .	19,710
Special Expenditure . . .	1,730
<b>TOTAL</b>	<b>£77,210</b>

The headquarters of the Department was at Jos, in the Northern Region, the Assistant Chief Inspector of Mines having an office in Kaduna for close liaison with the Northern Regional Government Headquarters. The Plateau and Northern Inspectorates had offices at Jos and the Central Inspectorate at Minna, and there were a number of sub-stations in the Northern Region. The Department, working in close liaison with Res Jents and the Lands and Mines Section of the Secretariat was mainly concerned with inspection and general supervision of work on the minesfield, advising on applications for mining titles and the compilation of statistics of mineral production. There was also a Mines School at Jos designed to train junior technical staff for the Department and the minesfield in simple prospecting and mining methods applicable to local conditions. During the year, however,

consideration was given to the introduction of adult classes for training in mining to a standard sufficient to enable Africans experienced in the minesfield to reach the statutory standard required of mine managers. This was agreed to in principle and it was hoped to implement the proposal in 1955.

### *Geological Surveys Department*

This was a Federal Department with its headquarters at Kaduna in the Northern Region, composed of 31 senior staff, of whom 28 were scientists.

The Budget for 1954-55 provided for:

	£
Personal Emoluments . . . .	64,370
Other Charges . . . . .	32,840
Special Expenditure (of which £10,000 was for drilling equipment) . . . .	14,000
<b>TOTAL</b>	<b>£111,210</b>

The activities of the Geological Surveys Department during 1954 included the following:

**Coal.** As in the previous year, much effort was directed to economic investigations. The drilling programme to determine the reserves of coal at Enugu and further north continued actively throughout the year. Seven boreholes were completed at Enugu, where the reserves of coal proved amounted to about 30 million tons. A total of 21 boreholes were drilled in the Ogboyoga coalfield and the drilling programme in this area was completed during the year. A total reserve of 55 million tons of workable coal was established there. Drilling was still in progress at Okaba where 14 boreholes had been completed. Seams of over 7 feet were intersected in seven of the holes. Drilling was completed in the Odokpono area and reserves of 25 million tons of good coal were proved.

**Lignite.** The adit driven into the thick seam of lignite near Ogwashi-Asaba was completed at a distance of about 200 feet from the entrance. The moisture-content of the lignite was determined on fresh specimens and was found to average 36 per cent, a figure considerably higher than that determined previously on air-dried material.

**Iron Ore.** Work on the detrital iron-ore deposits near Enugu was completed during the year. Altogether 159 hand-drilled holes, amounting to 6,080 feet, and 41 shafts were put down. Many analyses were made of the ore in the Geological Survey Laboratory. About 60 million tons of ironstone, with an average iron content of 31.9 per cent were indicated. Removal of the fine sand would reduce this figure to about 45 million tons, containing just over 40 per cent of iron.

**Columbite.** Mapping of the Younger Granites of the Jos Plateau continued at Rukuba, Sha and Vom. Mapping of the Ropp Hills was completed. A large area of decomposed granite bearing columbite exceeding 2 lb. a ton was found near the Forum River. This deposit is probably

one of the most important reserves of primary columbite on the Plateau, and is similar to the deeply decomposed zone of the Jos-Bukuru granite, which was being worked for primary columbite by one of the mining companies.

*Limestone.* Drilling to determine the thickness and reserves of the limestone beds at Igumale in Benue Province was started in November by the Department, using its own drill. By the end of the year, two boreholes had been completed. One bed of good limestone, 15 feet thick, had been found.

*Sheet Mapping.* Geological mapping was continued in Bornu, Bauchi and Kabba Provinces and a start was made on mapping in the Abeokuta and Lagos areas. The 1:2,000,000 geological map of Nigeria was brought up to date and prepared for publication.

*Water Supply.* Throughout the year, a great deal of attention was given to geological investigation of underground water, and day-to-day advice was given to the Public Works Departments in all three Regions.

*Laboratory Work.* Fifteen thorium assays were made in the laboratory on concentrates from decomposed granites from Jos. Mineralogical work included the determination of primary columbite in samples from the Forum River.

*Plans for Future Work.* It was hoped to continue with and complete the work on Nigerian coal reserves and to make a detailed investigation of the limestone deposits of Igumale by means of drilling and, if possible, of the phosphates near Ifaw Junction. Work was also to continue on the Younger Granites and their mineral contents, and on geological sheet mapping in Bornu, Bauchi and Adamawa Provinces. It was also intended to begin sheet mapping in the Eastern Region if staff were available. A start was to be made on the study of the Basement rocks in the Zungeru and Minna areas.

### *Mining Development*

The initiative for development lies in the hands of the mine operators. The Government was anxious to encourage the exploitation of certain types of deposit that had hitherto remained untouched. These were the sub-basalt alluvial tin deposits and the deposits of primary columbite contained in the decomposed granite bedrock. Both these deposits were known to be rich and extensive in certain parts of the minesfield. The problems of extraction were, however, great, and work was still in an experimental stage. Development of these resources was likely to be possible only for firms with large capital and technical resources and the Government intended to ensure that the companies granted titles over areas containing deposits of this nature might only work them if they were capable of large-scale planned development. Columbite production in 1954 was nearly half as much again as in 1953.

### *Progress during 1954*

An important event in the year was the practical completion of the International Tin Agreement which was ratified by the United King-



dom as a consumer country and on behalf of Nigeria and Malaya as producer countries. This Agreement provided for a floor and ceiling price for tin of £640 and £880 respectively, though a French amendment to reduce the ceiling price to £840 was put forward for the first meeting of the Tin Council. The formal ratification by the legislatures of the signatory countries had not been complete although it was generally expected that this would take place in 1955. Nigeria was represented by the Chief Inspector of Mines at the September meeting of the Interim Committee of the International Tin Council in London.

The interest in the search for columbite continued and resulted in the discovery of important extensions of primary deposits and a widening of the knowledge of the mode of occurrence. Development of a suitable plant for the treatment of primary columbite ore continued and resulted in improved recoveries.

During the year the iron ore deposits near Enugu and at Agbaja in Kabba Province were examined by a consultant from the United Kingdom to determine their suitability for exploitation. His report was awaited.

Further progress was made with the question of the utilisation of the Eastern Region Nkalagu limestone and shale deposits in a cement industry, and towards the end of the year agreement was reached regarding the provision of capital, machinery and technical information.

The company responsible for oil exploration and development continued with an extensive programme of drilling and prospecting by geological, seismic and gravity methods over a wide area mainly in the Eastern and Western Regions. Several deep test wells were in process of drilling during the year in some of which gas and oil were proved over varying intervals. It was still too early to say whether an oilfield would be brought into production. The exploration company made application for 12 oil prospecting licences over 2,000 square miles each towards the end of the year to replace their exploration licence and extant oil prospecting licences.

The question of working the lead-zinc deposits near Abakaliki in Ogoja Province was considered during the year. It was intended that the operating Company would be the Nigeria Lead-Zinc Mining Company, a subsidiary of the lessees, Mines Development Syndicate Limited. Preliminary work started in de-watering and re-opening entries into the mine and on the design and ordering of suitable ore dressing plant.

## MANUFACTURING INDUSTRIES

### *Canning*

Canning for fruit has become established on a commercial scale at Ibadan and during the year the new citrus and pineapple factory financed by the Western Region Production Development Board, began to operate. This £300,000 factory was designed to produce 1,000 tons of concentrated orange juice, 285 tons of concentrated lemon juice and 200,000 cases of canned pineapples each season, but since the citrus

was completed and will be formally opened in January, 1953, by the Chief Justice.

### *West African Court of Appeal*

Sir James Coussey was appointed a Justice of Appeal in succession to Sir Arthur Lewey who was transferred on promotion.

### *Registrars*

Two Registrars and Chief Clerks who went to the United Kingdom for courses of instruction have returned to Nigeria. Two other Registrars and Chief Clerks left for the United Kingdom in September to attend the same courses.

## POLICE

*Organisation.* Despite a large measure of regionalisation and the delegation to Regional Commissioners of many of the Inspector-General's powers, with consequent decentralisation of administration and increased responsibility devolving on Regional Commissioners, the Nigeria Police remains a unified Force under the Inspector-General of Police, whose Headquarters are in Lagos.

The Force is distributed throughout Nigeria and the Cameroons and is divided into four Regions, each under the control of a Commissioner of Police : the Eastern Region, the Northern Region, the Western Region (including Lagos) and a fourth Region, known as the Central Region, comprising the specialist branches of the Force—the Criminal Investigation Divisions, Force Communications, Railway Police, Immigration and Passport Control, the Southern Police College, the Central Motor Registry, the Nigeria Police Band and the Staff Officers to the Inspector-General of Police. The Commissioner in charge of the Central Region has his headquarters in the office of the Inspector-General, with whom he works in close contact.

Although the Force is distributed among 129 police stations and posts throughout Nigeria, it is not responsible for policing all of the Northern and Western Regions. In the North considerable areas are policed by Native Administration Police, who come directly under the control of their local Native Authority, but who have in most cases a superior police officer of the Nigeria Police attached to them in an advisory capacity. The same applies to a lesser degree in the West.

On 31st December, 1952, out of a total establishment of 176 officers and 8,089 other ranks, the strength of the Force was 161 officers and 7,185 inspectors and constables.

### *Recruitment*

Recruitment of the right type of young men is still extremely difficult. In the north recruiting missions were carried out which improved the position slightly, although difficulties in recruitment are by no means solved. In the south, although large numbers of candidates presented themselves for enlistment, it was seldom that more than 20 per cent were found suitable to sit the entrance examination : of those who

did, only about 25 per cent succeeded in passing. The actual percentage enlisted, out of candidates originally applying, was therefore about 5 per cent. Seven-hundred and sixty-three trained constables passed out of the two training colleges during the year.

The system of communal feeding at both colleges remained a great success and contributed largely to the good health of the recruits ; the improvement in physique of the average recruit is easily discernible during his six months course of training.

Twenty-one new superior police officers were appointed to the Force, including five promoted from the Inspectorate, and one transferred from another Colony.

### *Training*

During the year six officers and five inspectors attended courses of training in the United Kingdom, while the following members of the Inspectorate and the rank and file attended special courses held at the two Police Colleges in Nigeria :

- (a) General Duties Course for — 20 inspectors and non-members of Clerical Duties — commissioned officers.  
Branch.
- (b) General Duties Course for — 1 inspector and 1 non-members of C.I.D. — commissioned officer.
- (c) Inspectorate Course for non- — 25 non-commissioned commissioned officers. — officers.
- (d) Non-commissioned Officers — 59 constables.  
Course for constables.

In addition, courses for Native Administration Police n.c.o's and recruits continued to be successfully run at the Northern Police College at Kaduna ; and at the Southern Police College near Lagos a number of firemen and motor mechanics were given short courses of training. The Refresher Course Schools at Kaduna, Enugu and Ikeja continued their courses of training for selected rank and file in all Regions : 1,080 men attended these courses during the year. The " Samari " School at Kaduna, for likely youths over the age of 16 who are given special training until they reach the normal age of entry to the Force, continued to function well and consideration is now being given to raising the age of entry to 17 years.

### *Criminal Investigation Division*

The Criminal Investigation Division (Crime) is a branch of Police Headquarters and is under the command of a Senior Superintendent. The Division is sub-divided into several sections. The Investigation Section investigates difficult cases or those of peculiar significance throughout Nigeria, normally upon request by the uniformed branch, but at times direct upon information received. During the year a Fraud Squad was inaugurated and, although it has only operated since July, it investigated or is in the process of investigating about two hundred cases of commercial fraud involving approximately £300,000.

provided by official workshops. On the whole, maintenance and repair facilities were inadequate and heavily overloaded. Two private firms constructed lorries from sub-assemblies.

### *Handicrafts and Home Industries*

The main rural industries were:

#### *Metalwork*

Blacksmithing  
Brass and Silver work  
Tinsmithing

#### *Woodwork*

Carving  
Joinery and cabinet making  
Calabash carving

#### *Textiles and decorative work*

Spinning, weaving and dyeing  
Bead making and bead embroidery  
Cap embroidery  
Needlework

#### *Leatherwork*

#### *Pottery*

Grain milling  
Squash making  
Soap Manufacture  
Laundering

#### *Cottage Industries*

Mat making  
Basket making  
Rope, twine and net making  
Bread baking  
Gari, yam flour, and cassava flour manufacture.

These crafts are mainly practised by individual craftsmen in widely scattered localities. Details of output were not available.

Pottery Training Centres were in operation at Ado-Ekiti, in the Western Region, and at Abuja, in the Northern Region. At Ado-Ekiti it was proposed to establish the trainees in units and, if possible, form co-operative societies for them. In this way the Centre hoped to supervise the work of trainees after their actual training was finished.

### *Departments of Trade and Industry*

For the greater part of 1954 the Department of Commerce and Industries, under the Central Ministry of Commerce and Industries, was still responsible for the promotion of industrial development and handicrafts in Nigeria. In the Regions there were Regional Production Development Boards, established under an Ordinance of 1951, to promote the economic benefit of the producers and the areas of production.

Under the new constitutional arrangements of 1st October, 1954, the development of industry became regionalised and the responsibility of the following Government Departments:

The Federal Department of Commerce and Industries;  
The Northern Regional Department of Trade and Industry;  
The Eastern Regional Department of Heavy Industries;  
The Eastern Regional Department of Secondary Industries;  
and

The Western Regional Department of Industries.

In addition, there were the Regional Production Development Boards and Corporations. All the Departments listed above were under the guidance of the Federal and Regional Ministers of Trade and Industry, or, in the case of the Western Region, the Minister of Development.

### *Encouragement to Industry*

*Aid to Pioneer Industries.* The Aid to Pioneer Industries Ordinance (No. 10 of 1952) was designed to encourage the establishment of new industries and to promote the expansion of industries capable of further development, by gaining a period of tax relief. By the end of 1954, no industry had been accorded the status of a Pioneer Industry under the terms of the Ordinance, and consequently no tax reliefs had been granted.

*Import Duty Concessions.* The main concession was the exemption from payment of import duty on all industrial and agricultural machinery.

*Financial Assistance.* Regional Development (Loans) Boards and the Colony Development Board, Lagos, assisted industry by granting loans to entrepreneurs. Regional Production Development Boards did not normally give financial assistance to industry, but where an industry was considered to be of sufficient economic, strategic or political importance and private enterprise was unwilling to undertake it the Boards might do so, either alone or in association with private interests.

Under the Fourth Schedule to the Income Tax (Amendment) Ordinance (No. 11 of 1952), initial allowances were given at rates of 25 per cent for new industrial or commercial buildings and 40 per cent for plant, machinery, mining works, etc. In addition annual allowances were given at varying rates, such as 10 per cent on industrial or commercial buildings,  $33\frac{1}{3}$  per cent on lorries, 25 per cent on cars, and other assets at varying rates based on their life expectations, together with a balancing allowance to write off 100 per cent of the net cost of the asset on its exhaustion or sale.

## CO-OPERATIVE SOCIETIES

### *Northern Region*

During 1954 co-operatives functioned as a section of the Ministry of Local Government and Community Development, not as a separate Department. The authorised field establishment consisted of a Registrar, 4 assistant Registrars and 27 Inspectors but, in addition, a Development Officer was posted to Co-operative work, thus increasing to 5 the effective strength of Assistant Registrars. The establishment was expanded during the year as a result of supplementary estimates which came into effect on the 1st October. The duties of co-operative staff include the close supervision and audit of existing societies, training of office holders of societies, and widespread distribution of propaganda on the purpose and benefits of co-operation.

The funds voted for co-operatives during the financial year 1954-55 totalled £17,565.

During 1954 the number of co-operative Societies in the Region increased from 170 to 198 and the total membership to 8,004, an increase of 2,000 on the previous year's membership.

The types of society were as follows:

	No.
Thrift and Loan, Primary . . .	87
Thrift and Credit, Primary . . .	63
Consumer, Primary . . .	26
Produce Marketing, Primary . . .	14
Group Farms, Primary . . .	2
Thrift and Loan, Secondary . . .	4
Consumer, Secondary . . .	1
Produce Marketing, Secondary . . .	1
<b>TOTAL</b>	<b>198</b>

The scale of operation varied considerably. At the lower end was the small recently formed credit or consumer society whose working capital did not exceed £50. At the top was the single Produce Marketing Union which was in August, 1954, appointed a Licensed Buying Agent for cocoa by the Northern Regional Marketing Board. By the end of 1954 this Union had purchased 81 tons of cocoa. It also dealt in other produce such as castor seed, coffee and palm kernels.

#### Eastern Region

The total number of registered co-operative societies increased from 788 on 1st January, 1954, to 891 on 31st December, 1954, despite the transfer of 58 societies to the Southern Cameroons on 1st October, 1954. The types of society were as follows:

	No.
Thrift and Credit . . . . .	749
Thrift and Loan . . . . .	56
Produce Marketing and Processing . . . . .	24
Consumer and Supply . . . . .	7
Crafts and Industries . . . . .	4
Farming . . . . .	2
Maternity . . . . .	6
Community Development . . . . .	1
Local Co-operative Unions . . . . .	34
Supply Union . . . . .	1
Marketing Union . . . . .	3
Co-operative Banks . . . . .	3
Co-operative Union . . . . .	1
<b>TOTAL</b>	<b>891</b>

The estimated 1954 total membership of co-operative societies was 40,000, of whom about one-third were women. On 31st March, 1954, the total working capital of all societies had increased to £371,122. Share capital (paid up) increased from £34,923 to £55,465 during 1953-54. Reserve funds (excluding 1953-54 appropriations) increased from £6,876 to £10,308. Loans issued during 1953-54 by all types of society totalled £307,759. In credit societies only 0·8 per cent of loans outstanding were overdue on 31st March, 1954.

Government financial assistance to encourage co-operation was to amount to £25,060 during the financial year 1954-55. This includes a

stables from Abak Police Station but later the same day a native of Afaha Obong was murdered while passing through Ekot Ata Enia. This was followed by a second disturbance on 23rd February between men of Igboobo village, which is affiliated to Afaha Obong, and men from Ukana village who also have a land dispute with the Adiasims. One man was slightly injured before the police were able to restore order. Thirteen persons were arrested and are at present awaiting trial on a charge of murder, and 21 persons have been convicted of rioting. Twenty-three persons were convicted of offences arising out of an affray that took place between Ikotabasi and Nkpana villages on 17th April over the ownership of a piece of land bearing palm fruit.

*Rivers Province.* On 29th October bad feeling between two sections of the Ijaw tribe culminated in an organised attack which was made by Okrikas on Ogolomas in Degema Division. One-thousand five-hundred armed Okrikas succeeded in inflicting damage on 200 houses before the police were able to restore order. Fortunately there were no deaths and it was not necessary for the police to resort to the use of firearms. Ninety-eight arrests were made.

On 19th November 11 arrests were made when police were called upon to disperse a mob which had assembled at Obia Native Court, in Ahoada Division, and had injured Native Court Counsellors and damaged property.

Further police action in Ahoada Division was necessary on 21st November when an armed group of 1,600 people, which had gathered at Umukoroshe with the intention of marching to Port Harcourt and which refused to respond to peaceful persuasion, had to be forcibly dispersed. Six arrests were made.

*Western Region : Akure-Idanre.* On 2nd January serious disturbances took place in the vicinity of the Owenna-Alade road, when people of the Idanre tribe, who had been engaged in a long-standing land dispute with the people of Akure, obstructed the demarcation of the boundary which had been decided in favour of the Akure by the Supreme Court in 1943. A crowd of about 30 Idanre increased to a mob of 400 and further increased until between 3,000 and 4,000 persons had gathered in the vicinity of the surveyor and the demarcation party, which was escorted by three superior police officers and 75 rank and file. Sticks and stones were thrown, and police efforts to disperse the mob by baton charges were unsuccessful, as was the use of tear smoke, owing to the nature of the terrain. Two superior police officers were struck by missiles and the police were in imminent danger of being overrun. The Resident, who was also accompanying the party and who had repeatedly warned the mob to disperse, then ordered fire to be opened. Despite this the mob continued to advance and to throw further missiles, which resulted in nine constables receiving injuries. Rifle fire was then increased and three persons were killed and three were wounded. Twenty-three persons, including four Idanre chiefs or counsellors who had acted as ringleaders, were subsequently convicted of offences arising out of this disturbance.

The majority of the societies were engaged in marketing cocoa, and last season sold through their unions to the Co-operative Exporting Association over 11 per cent of the Region's total cocoa crop. The activities of the Association were not, however, confined to cocoa; palm produce, copra, coffee, rubber and ginger were also exported. Many marketing societies readily agreed to participate in schemes for increased planting of cocoa and for the importation of equipment and chemicals to combat the blackpod disease of cocoa. During the early part of the year, 2,000 sprayers and 450 tons of chemicals, involving a capital outlay of £76,000, were imported and sold to farmers in the Ondo Province. The demand among farmers for similar equipment for the 1955 season was such that the co-operatives had made arrangements, by the end of 1954, for the importation of 7,000 sprayers and 1,560 tons of chemicals, involving a capital outlay of £297,000.

The provision of agricultural credit by societies received a great stimulus from the formation of the Co-operative Bank of Western Nigeria, Limited. The Bank was established in October, 1953, and a senior service officer of the Co-operative Department was seconded to be its first manager. It received an initial grant of £1 million from the Cocoa Marketing Board, and by April, 1954, had made a net profit of more than £6,000.

#### *Co-operative Activities in Lagos*

The staff of the Department was mainly occupied in supervising the 77 Thrift, Loan and Thrift and Saving Societies. The members of these societies were practically all literate salary earners but difficulty was nevertheless experienced in ensuring the keeping of accurate accounts.

Most of the societies deposited their savings in the Lagos Branch of the Co-operative Bank of Western Nigeria Limited, where they received the following rates of interest:

Current Accounts	.	.	Nil
At 3 months notice	.	.	1½% per annum
At 6 months notice	.	.	2% „ „
At 12 months notice	.	.	2½% „ „

More and more societies were taking advantage of the facilities offered by the Co-operative Bank.

It was intended to encourage the formation of additional thrift and savings societies so that every salary earner in Government Service and also in mercantile houses could enjoy the benefits of membership.

Another important development was to be the formation of consumers co-operative societies, especially for the provision of foodstuffs. This type of society should have a direct influence on the cost of living by providing the people with sufficient quantities of foodstuffs at reasonable prices. This was to be made possible by linking the Lagos Consumers Movement direct with co-operative food producing associations up-country and eliminating the chain of intermediaries through which supplies of foodstuffs at present passed. The societies concerned



would not confine their activities to foodstuffs alone but would import other requirements in bulk through the apex wholesale establishment—the Co-operative Supply Association. Until the formation of the consumers' societies it was arranged that the Association should open some co-operative shops in various places in the Federal territory so that the people could enjoy the benefits of bulk purchase as soon as possible. The market women were also being organised into groups to help with this scheme.

Other developments being pursued were:

- (a) the formation of co-operative building societies;
- (b) co-partnership co-operatives comprised of artisans, e.g. mechanics;
- (c) fishermen societies;
- (d) co-operative insurance society.

It was proposed to build a large store at Apapa for the storage of copra and it was hoped to erect a small factory on the same site to process coconut fibre. This project was not to be proceeded with, however, until the results of the pilot scheme to process fibre, initiated by the Department of Commerce and Industries, were known.

All the societies in Lagos have been federated into an organisation called the Union of Lagos Societies.

## *Chapter 7: Social Services*

### EDUCATION

DURING the first part of 1954, education in Nigeria came within the portfolio of the Minister of Social Services and was only partly regionalised. Each Region had its own Director of Education, working under a Regional Minister, but these Directors were still ultimately responsible to the Inspector-General of the Central Department of Education.

Under the new constitutional arrangements of October, 1954, education became completely regionalised and the full responsibility for framing, implementing and financing educational policy passed to the Regional Governments. The post of Inspector-General has been replaced by that of Chief Federal Adviser on Education. The Federal Department of Education, under the control of the Chief Federal Adviser, provides education in Lagos and in the Southern Cameroons and retains its interest in certain higher educational institutions such as the Univeristy College, Ibadan, the Teaching Hospital, Ibadan, and the Nigerian College of Arts, Science and Technology. The Chief Federal Adviser gives help and advice, when requested, to Regional Governments on all educational matters and his Department is also responsible for giving information about Nigeria to such bodies as UNESCO.

During the year Federal education lay within the portfolio of the Federal Minister of Natural Resources and Social Services.

Each Region has a Director of Education who administers and supervises all the educational activities in the Region and is responsible directly to the Regional Minister for Education. The work of the Regional Departments of Education is carried out by Education Officers and school Inspectors. The Regional authorities can also ask the Chief Federal Adviser for assistance from his advisory staff in the inspection of schools, training colleges, technical institutes and trade centres.

### *Structure of the Educational System*

*Pre-Primary Schools.* There were nursery and infant schools in Lagos and in a few of the large towns in the Regions. The normal age of entry to the primary schools is five.

*Primary Schools.* Primary education remained the responsibility of Native Authorities, Local Government Councils and Voluntary Agencies (mainly Christian Missions). In 1954 there were still a few Government primary schools but they were being taken over by local authorities wherever possible.

During 1954 there were two systems of primary education in use in Nigeria, one in the Western and Eastern Regions and one in the Northern Region.

In each the curriculum was divided into two sections, one for junior primary schools and one for senior primary schools. In the Eastern and Western Regions age of entry into the junior primary school was normally at 5 plus, whereas in the North the age of entry was 7 plus. The principal differences lay in the age of entry to the basic four year course, the length of the total course and the greater emphasis laid on vernacular work in the Northern Region, a special type of teacher being trained for the purpose. The types of school were as follows:

#### *Junior Primary (4 years)*

##### *East and West*

Infant Classes I and II, Primary  
Classes I and II (age of entry 5+)

##### *North*

Junior Primary or Elementary Classes  
I-IV (age of entry 7+)

#### *Senior Primary*

##### *East and West*

Senior Primary classes III-VI  
(Note: This course ends in the  
First School Leaving Certificate  
or Standard VI Examination.

##### *North*

Senior Primary Classes Remove, V  
and VI, Senior Primary VI (or Middle  
II) is the equivalent of Standard  
VI in other regions.

#### *Modern Classes (Girls only)*

##### *East and West*

Two-year course after First School Leaving Certificate, planned to reinforce the primary work especially in Domestic subjects.

The Western Regional Government's proposals for universal primary education were to become effective from the 1st January, 1955. As part of these proposals the junior and senior primary courses in the Western Region were to be replaced by a six-year primary course starting at 6 plus.

*Curriculum.* The curriculum of all schools included physical training and organised games. All children in the rural areas studied rural science and if possible, practical farmwork, and learnt the use of better tools and how to build better houses. Most of the schools followed an approved system of crop rotation. In the junior primary schools the children grow flowers and vegetables, raising annuals from seeds and learning the different methods of propagating herbaceous plants and shrubs. Some senior primary schools cultivate fruit trees as well as the normal farm crops. Girls in the senior classes studied domestic science instead of farm work.

Handicrafts were done in all schools and were based on the crafts of the area. They provided opportunities for the children to apply their work to the real needs of the home and farm.

*Secondary Education.* Secondary Forms I-VI led to the School Certificate which was taken in either Form V or Form VI. In selected schools a post-School Certificate course of two years was done for Higher Certificate or University Entrance. The School Certificate was taken with emphasis on English language and literature, mathematics, science, history and geography. The course provided opportunities for entering the higher professions and for further training. The language of instruction was English.

These secondary schools generally evolved from the old "Middle Schools", schools intermediate between the elementary and higher stages of education. In the Northern Region the term "Middle Schools" continued to apply, these schools consisting of single boarding establishments with three senior primary years followed by the first two secondary years. Plans were being made for these schools to be developed into junior secondary schools which would go up to Class IV secondary in the first instance and to Class VI later. In middle schools there was a leaving certificate, obtainable through an examination, set centrally at Class Secondary II and known until recently as "Middle IV." This was very often confused with the Secondary IV but it was in fact two years below that standard.

*Technical and Vocational Schools.* Trade Centres provided courses from three to five years for selected apprentices who had successfully completed the full primary course. The courses were completed with the trade tests by the Ministry of Labour, in addition to the Trade Certificate issued by the Centre. There was a four-year secondary technical course open to those who had completed the primary course and vocational post-secondary courses at technical level.

An important event in 1954 was the receipt of the Report of the International Bank Mission as a result of its visit of the previous year. This was being carefully studied, particularly as regards its recommendations for the future development of technical education.

*Nigerian College of Arts, Science and Technology.* The Nigerian College of Technology provides for the academic training of the professionally qualified men and women, excluding doctors and nurses.

boy at a boarding school. Nothing resembling a prison atmosphere exists. There is no security wall or fence, no separate or solitary cells. It is not an unusual occurrence to see the boys on the playing fields, which are some distance from the school, without a member of the staff being in sight. Many boys have been granted leave during the school holidays, while many more are given weekend passes to visit relatives and friends in the vicinity. During the year not one boy abused these privileges. In addition to receiving a sound education, the boys in the senior branch of the school are also taught the rudiments of the common trades. These are, at present, carpentry, bricklaying, shoemaking, tailoring and agriculture, and of these the last is considered to be the most important, as it is hoped that it will, in some measure, prevent a boy drifting back to the large towns on discharge. All the trades are organised on a three-year apprenticeship basis. Every effort is made to find suitable employment for the boys when they leave the school, while in other cases parents or guardians are encouraged to continue their education. The post-school career of an ex-inmate is watched over by the After-Care Officer who, by means of visits, letters and contact through Administrative Officers, keeps in touch with most of the boys who have left.

The population of the school at the end of the year was 251, with 109 admitted, 44 discharged and one death.

The general standard of health was satisfactory and there were no epidemics. The sick bay at the school caters for minor cases only, and is in charge of two matrons, both fully qualified nurses.

#### *After-Care*

The after-care organisation began in 1947 and is now a valuable feature of prison administration ; the following statistics of the activities of the After-Care Officers for the financial year 1951-52 give some idea of the value of the work :

Number of prisoners interviewed . . . . .	6,632
Number of transport warrants issued . . . . .	955
Number of prisoners given sewing machines . . . . .	1
Number of prisoners given financial aid . . . . .	2,125
Number of discharged prisoners found employment . . . . .	55
Total number of fines collected . . . . .	420
Total amount collected . . . . .	£2,195 2s. 9d.
Number of prisoners given clothing on discharge . . . . .	135
Number of prisoners repatriated by After-Care Officers . . . . .	1,140
Unconvicted prisoners bailed in consequence of the After-Care Officer's work on their behalf . . . . .	207

It will be observed that a substantial sum was collected in fines, and it is interesting to record that this amount is more than double the aggregate salaries of the five After-Care Officers employed by the Department. In addition, of course, many persons were released from the prisons after the fines had been collected from their relatives and friends by the After-Care Officers, and the taxpayer was, in consequence, saved the cost of their maintenance.

## Chapter 10 : Public Utilities and Public Works

### PUBLIC UTILITIES

#### *Electricity*

An Electricity Corporation was set up by Ordinance No. 15 of 1950 to be responsible for the development and distribution of electrical power. The Corporation consists of a Chairman appointed by the Governor in Council and a number of members most of whom are appointed by the Regional Houses. There is an Electrical Advisory Council, the duties of which are to consider any matter affecting the supply of electricity and to represent the interests of the consumers and the general public. The Council advises the Corporation on these matters and appoints three of its members to the Corporation. The Corporation was set up in April, 1951, and took over on that date the 10 electricity undertakings owned by the Government. In 1952 the Corporation concluded negotiations for the acquisition of the four Native Authority Electricity Undertakings at Ibadan, Abeokuta, Kano and Katsina. The Corporation has regionalised its affairs and has headquarters in Lagos, Enugu and Kaduna, each with Electrical, Mechanical and Civil Engineering, Accounts, Administration and Commercial Departments. The Crown Agents for the Colonies act as the Corporation's agents in the United Kingdom and there is a London Office for purposes of recruitment and enquiries.

The plant taken over from Government and Native Authority undertakings was in a poor state of repair ; large orders for replacements were therefore placed during the year. The most important project taken over by the Corporation was the new power station for Lagos—Ijora 'B' which provided for two 12,500 kw. turbo-alternators with provision for two further sets of 25,000 kw. capacity each ; owing to difficulties with the foundations, however, it is unlikely that this station will be in operation before the end of 1954 ; the supply position of Lagos will thus remain uncertain although temporary relief will be afforded by the installation of diesel plant in the Ijora 'A' station. The Corporation also inherited the unfinished station at Enugu where a delay in completion was caused by a change of site necessitated by lack of water. Difficulties were also encountered with the distribution systems taken over by the Corporation ; but the changeover in the Lagos system from 3,300 volts to 6,600 volts was completed. Attention was also paid to the specialist services for water and fuel testing, and to the possibilities of obtaining a cheap and plentiful source of power—be it oil, coal or hydro power ; on the last there is little factual information but it is clear that there is a large untapped reserve in the River Niger and in the Cameroons ; its development will, however, be a long-term process and it will be necessary for some time to depend upon local coal and imported oil resources. Work completed in 1952 included the installation of a diesel 220 kw. plant at Calabar, two similar plants at Ibadan, six in Lagos and one at Warri ; others, ranging from 25 to

12,500 kw., were under construction, including a 2,400 kw. turbo-alternator at Kano, two 5,000 kw. steam turbines at Enugu and a 1,000 kw. steam turbine at Port Harcourt.

Electricity is also supplied by the Nigerian Electricity Supply Company for the minefields, by the African Timber and Plywood Company at Sapele and by the Cameroons Development Corporation at Victoria.

The following tables give further details of consumers, operations and capacity of installed plant :

*Consumers*

	<i>Connected at 1/4/51</i>	<i>Connected at 31/3/52</i>	<i>Connected during year 1951-52</i>
At 16 Undertakings . . . . .	31,310	36,939	5,629

The majority of new consumers were in Lagos (2,486) and the Plateau (1,212).

*Operations*

	<i>Units Generated 1950-51</i>	<i>Units Generated 1951-52</i>	<i>Increase %</i>
13 ex-Government Undertakings . . . . .	50,801,400	66,020,290	30
4 ex-Native Authority Undertakings . . . . .	10,296,800	12,275,430	19.2
Total . . . . .	61,098,200	78,295,720	28

*Capacity of Installed Plant*

<i>Station</i>	<i>No. of sets</i>	<i>Capacity kw.</i>
Abeokuta . . . . .	2	300
Calabar . . . . .	2	100
	1	220
Enugu . . . . .	3	1,000
	1	400
Ibadan . . . . .	2	200
	2	500
Kaduna . . . . .	2	200
	1	100
Kano . . . . .	1	750
	2	130
	2	200
	2	300
Katsina . . . . .	2	50
Lagos . . . . .	2	5,000
	6	220
	1	3,750

<i>Station</i>	<i>No. of sets</i>	<i>Capacity kw.</i>
Port Harcourt .....	2 .....	200
	1 .....	500
	1 .....	75
Maiduguri .....	1 .....	50
	1 .....	75
Warri .....	1 .....	140
	1 .....	50
	1 .....	70
Yola .....	1 .....	50
	1 .....	25
Zaria .....	1 .....	75
	1 .....	50
	1 .....	120

## PUBLIC WORKS

*Water Supplies*

There was good progress during the year in the field of urban water supplies and several schemes were completed, but costs rose markedly. Piped water became available to the populace of Sokoto, Warri, Abakaliki, Owo and Ubiaja. Construction work on the dam at Ilorin was practically completed and it is hoped to complete the whole scheme early in 1953. On the Oshogbo—Ede scheme work on the dam went forward steadily and it is hoped to impound water at the end of the 1953 wet season. All the distribution system and service reservoir in Ede was completed while work proceeded on the treatment and pumping plant. The intake on the Ilesha scheme was completed and it is hoped to have all the mains laid and to be in a position to supply water by August, 1953. No further progress was made at Maiduguri where difficulty is being experienced with the source. It has now been decided to sink a series of shallow boreholes and this is now in hand. Work was also started on the river intake and service reservoir for Lokoja. On the Lagos extensions only the completion of the new 5 million gallons per day filtration plant is necessary to complete the proposals.

Materials arrived for water supply schemes at Gusau, Bauchi, Gombe, Iperu, Shagamu, Effon Alaiye, and the Jos duplication of delivery mains. Work started on the construction of the dam at Iwo but unfortunately lack of staff later brought work to a standstill; it is expected to restart early in 1953. Owing to lack of funds progress was delayed on improvement schemes for Aba, Port Harcourt and Calabar.

In the field of rural water supplies results continued to improve following increases in supervisory staff and also as a consequence of the local experience continuously being gained by that staff. No progress can be reported on the deep drilling contract at Maiduguri since, at a depth of 3,300 feet, drilling tools were lost; arrangements are in hand for a new hole to be started in the middle of 1953.

*Building and other Activities*

The scale of the building programme continued unabated. A large proportion of the expenditure however was on very necessary but less interesting types of buildings, such as Senior and Junior Service quarters, hospital wards and police flats. Work was hampered from time to time by periodic shortages of materials. Some of the more interesting works carried out in Lagos during the year were the Central House of Representatives, which was completed together with the installation of the air conditioning plant, and an office block for the Council of Ministers, which was completed in the grounds of Government House, and which, although of very modern design, blends well with the nearby historic residence of the Governor. Very good progress was made on the erection of a six-storey block of Government offices, which is one of the tallest buildings in Lagos, and on the new Supreme Court, the estimated cost of which is £420,000. The main automatic telephone exchange building in the centre of Lagos and three satellite exchanges at Ikeja, Apapa and Yaba were completed and the telephone equipment is being installed. The preparation of some 150 plans and contract documents for the new Terminal Building at Kano Airport continued throughout the year, and tenders will shortly be called.

In the Regions large building programmes were carried out. At Ibadan a new Regional Secretariat block was built which doubled the office space in the Secretariat and provided for the needs of the new Constitution. The Western House of Assembly building at Ibadan was extended and a new Executive Council Chamber was completed ; work was in hand on a Regional Survey Headquarters, an extension to the Audit offices, an extension of the Regional Treasury office and offices for the Inland Revenue Department and the Department of Commerce and Industries ; a new printing office was also completed. At Ibadan a project of exceptional importance was begun, namely the new University Teaching Hospital, which when established, will permit the complete training of doctors and nurses in Nigeria and will consist of a series of buildings of up to date design. The site allows for future expansion. The work is being done by contract under departmental control and good progress was made with staff housing, flats, and the students' hostel, while the plans for the hospital itself and ancillary buildings are being prepared. Consultants have been engaged to advise on the many special planning and technical requirements.

At Enugu the Secretariat was extended and an office block for the Audit Department and a new printing office were built.

At Kaduna work was in hand on the extension of the Secretariat and on the reconstruction of the " Old brick " Secretariat. A building to provide accommodation for the Executive Council was completed. Work continued on the office block for the Treasury and Audit Departments and on a second block of " austerity offices."

In the Provincial and Divisional Headquarters stations throughout the country large building programmes continued and nearly every station saw additions to the number of Government quarters. A new Provincial Office was completed in Abeokuta ; in Ilorin a new Provincial



*Southern Cameroons.* Detailed statistics are not available but the total number of schools and pupils in 1954 was as follows:

	No. of Schools	No. of Pupils	
		Boys	Girls
Primary	319	27,189	6,769
Secondary	2	425	—

*Lagos Area.* Statistics for 1954 are as follows:

Types of School	Pupils		Teachers*	
	Boys	Girls	Male	Female
<b>PRIMARY:</b>				
Government . . .	397	182	11	7
Grant-aided . . .	15,501	10,882	534	531
Unassisted . . .	4,073	3,121	92	189
<b>TOTAL</b>	<b>19,971</b>	<b>14,185</b>	<b>637</b>	<b>727</b>
<b>SECONDARY:</b>				
Government . . .	245	121	17-20	14
Grant-aided . . .	1,564	572	91	28
Unassisted . . .	1,300	100	67	5
<b>TOTAL</b>	<b>3,109</b>	<b>793</b>	<b>175-178</b>	<b>47</b>

\*The figures given for teachers in Non-Government Schools are for approved staff only.

### *Educational Progress*

The Federal Government intended to introduce universal free compulsory primary education in Lagos as soon as possible. This would be done in the following three stages:

(1) *Universal.* This involves the provision of places in primary schools for all children of school age. It necessitates a rapid building programme to expand existing schools and to construct new ones. Two years are to be allowed for this, by which time it is expected that accommodation will be available for the then existing primary school population plus all children in Lagos in the 5-plus age group.

(2) *Free.* It is proposed that fees will be abolished in all grant-aided schools from January 1957.

(3) *Compulsory.* No date can be forecast for this since it will depend on the provision of special schools for retarded and handicapped children and on the rate of progress in the establishment of an efficient school attendance service.

Further details of the plan may be found in the Federation of Nigeria White Paper on Education No. 420/355/1,750 published by the Federal Government Printer, Lagos.

*Northern Region.* The educational policy, undertaken by the Regional Government on coming into office in 1952, was maintained during 1954

with few innovations. The policy implied a task taxing to the full not only the resources of the Education Department, but also those of the Native Administrations and Voluntary Agencies which were contributing so much to its completion.

The principal difficulty encountered by the Region in pursuing its educational policy was the provision of adequate staff. At the end of 1954 there were still 50 vacancies in the establishment of Education Officers, Technical Instructors and Lecturers. The staff problems were particularly acute in the sphere of girls' education.

During the year the Regional Minister of Education made an appeal for educational staff in the leading British newspapers which evidently roused interest and may have good results.

A small number of expatriates already employed in Nigeria offered their services to education and were found suitable for engagement.

Government Teacher Training Centres were opened during 1954 at Keffi and Bida and in the Centre at Katsina a double class was enrolled. It was proposed to "double-stream" the Teacher Training Centres at Bauchi and Bida in 1955. A class was also enrolled for a new Grade II Centre (recruited from Secondary II) at Gombe, which was to be opened in accommodation made available by the Bauchi Native Authority at its Middle School. At Toro, a class was enrolled for the Grade III, in place of the Vernacular, Certificate in 1955. It was evident, however, that the continued training of teachers selected not from the senior primary schools but from the top forms of junior primary schools, for what is often known as the "Toro Certificate," would make the task of expansion easier in more than one Province. This particular form of teacher training may be adapted and improved but the time to discard it had not yet come.

Primary educational facilities were expanding steadily in the Region and the number of children at school showed a considerable increase.

A representative committee met at the end of the year to discuss the implications of the changes in the primary school syllabus in the Western Region on the schools following that syllabus in certain areas and localities of the Northern Region. As a result it was proposed to adopt a seven-year course, and to provide a syllabus of school subjects which could be used with very little adaptation in all parts of the Region. The syllabus will include the beginning of English language teaching, where teachers are available, at a very early stage in a child's school life, i.e. at the end of class I. This will not, however, prejudice the sound learning that can be acquired through African languages.

At the end of the financial year 1953-54 there were two Government secondary schools, five Native Authority junior secondary schools, and eight Voluntary Agency secondary schools in the Region. The number of boys from senior primary schools who competed for places at these schools was steadily increasing.

Both Government secondary schools for the first time entered classes for the newly-constituted West African School Certificate, and both were double-streamed, each comprising twelve classes. For the first six

years of its life Keffi School was severely handicapped by the lack of its own buildings but during 1954 the buildings at Keffi were completed and the school was to move there in January, 1955. Evident progress in all aspects of the school's life was made in the Government secondary school at Zaria. The Provincial secondary schools at Okene, Bauchi, Katsina, Kuru and Bida advanced beyond the half-way stage of the secondary course and by the end of the year the school at Okene was ready to embark on the last two years of the school certificate course.

Satisfactory progress could be reported in the field of technical education. The buildings for the Trade Centres at Kaduna, Bukuru, and Kano were completed and there were a total of 450 apprentices in training at the three Centres. At Kano there was some difficulty in attracting suitable candidates but at the other centres the quality of intake improved. In certain trades, boys from junior primary schools were accepted. The Secondary Technical School, the first part of the Kaduna Technical Institute, was ready to open in January, 1955.

The Handicraft Centres attached to, and now forming part of, the Provincial Secondary Schools were making very good progress. In all but one it was possible to appoint expatriate staff with up-to-date experience of this type of education in the United Kingdom. These officers were making the fullest and most satisfactory use of the training given to their assistants, who were formerly instructors in the old Crafts Schools. Plans were been prepared for the training of Handicrafts Instructors as part of the teacher training programme.

The progress made in recent years in the education of women and girls was maintained, although difficulties connected with staffing were grave. The number of girls completing the Grade III certificate in 1954 was nearly double that for 1953, but was still far below the Region's needs. A Grade II course was due to start in Kabba in 1955. The importance of this type of training cannot be over-emphasised, for its alternative, the employment of expatriate women officers for service in senior Primary schools, is both costly and undependable. In spite of this, however, there were in the Region a total of 17 senior primary schools for girls, owned by the Government, Native Authorities, and Voluntary Agencies, and the first Government girls' secondary school was being built in Ilorin. Two of the Voluntary Agency secondary schools in the Region catered for girls also.

Domestic science classes and communal domestic science centres continued to expand. At the marriage training centres over 80 Housecraft Certificates and Certificates of Merit were awarded during the year. Domestic science in this Region was also a compulsory subject in all grades of the Women's Teachers' Certificates. The growing interest shown by the women of the Region in these various activities was most significant. A party of five Northern women derived great benefit from a visit to the United Kingdom.

The Rural Education Centre, opened at Bauchi in 1952, had another most successful year and the morale of teachers undergoing this energetic in-service course of training was most satisfactory and reflected

by shipping. The spoil gained from this dredging was mainly used for reclamation. A small grab dredger was employed in dredging off Customs Wharf and Marina Buoys, particular advantage being taken of the short intervals when these berths were empty. A bucket dredger was employed continually in dredging the channel between Forcados and Burutu, which is used by ocean-going vessels.

### *Transport*

Ferry services at Sapele, Onitsha to Asaba and Apapa to Lagos were maintained satisfactorily during the year. A fortnightly creek service was maintained between Lagos and Warri and through the Creeks to Degema, Nembe, Brass, Akassa and Opobo, and four services per month to Okrika and Bonny. In addition to these services provided by the Marine Department, Elder Dempster Lines operated a ferry between Oron and Calabar.

### *Inland Waterways*

The clearing of inland waterways was undertaken as usual, but owing to the shortage of officers clearing in the Colony Area could not be attempted and part of the programme in the Port Harcourt Division had to be curtailed. Constant patrolling and inspection of the Main Lagos/Sapele launch route in the Sudd Region was carried out, and in spite of the shortage of suitable labour, the routes were kept clear, and no major obstructions were encountered throughout the year. At the end of 1952, under the auspices of the Netherlands Engineering Consultants, Professor P. Jansen visited Nigeria to investigate the problems of the Niger Delta with a view to development of the Delta ports and inland waterways.

### *Ports Authority*

During the year the Government approved in principle the establishment of a Ports Authority which would provide unified control over activities at present carried on by the Railway and the Marine and Customs Department. Mr. C. A. Dove was accordingly appointed General Manager (Ports) with, amongst other duties, the task of planning the organisation of the Ports Authority with a view to its eventually controlling all the ports in Nigeria.

## RAILWAYS

The Nigerian Railway is at present a Government system but during the year the Government decided in principle to establish a Railway Corporation in accordance with its general policy in respect of public utilities.

There are over 2,200 miles of line, one of the main sections being the western line from Lagos, passing through Ibadan, Jebba (where it crosses the River Niger), Minna, Kaduna, Zaria and Kano to Nguru ; from Zaria there are two branch lines, one to Gusau and Kaura Namoda and the other (of narrow 2ft. 6in. gauge) to Jos. The other main section is the eastern line from Port Harcourt, through Enugu, Makurdi

Post-secondary classes in subjects of general interest were conducted in the Region by the Extra-Mural Department of the University College of Ibadan. This Department maintained one Regional tutor and two staff tutors in the Region during 1954, the cost being borne by the Regional Government.

Adult literacy campaigns were carried on under the supervision of the Regional Adult Education Officer and, during 1954, there were 41 schemes under 21 organisers. These schemes included 1,841 classes in 513 centres, with a total enrolment of 36,590.

There were 210 students from the Eastern Region studying overseas with Government scholarships, of whom 179 were in the United Kingdom.

*Western Region.* When the Regional Government came into power in January, 1952, one of the main objects of its policy was to plan for a vast expansion in education. In accordance with this policy the most significant event of 1954 was the preparation, drafting and enactment of the new Education Law, providing for free universal primary education in 1955.

During the year there was a slight increase in primary school attendance, and welfare services such as school meals developed. The appointment of a Physical Education Officer brought new life into this sphere of activities. Owing to the pressure of preparation for free universal primary education, it was not possible to maintain the standard and frequency of educational inspection which the Ministry felt necessary, but it was hoped that the ground lost would be quickly recovered by the formation of an Inspectorate, independent of the Education Department, in 1955.

At the end of the financial year 1953-54 there were 2,951 junior primary schools and 1,292 senior primary schools in the Region. By the end of 1954 there were a total number of 4,373 primary schools. Provincial Education Officers and their staff gave most of their time and attention to the preparations for universal free primary education and were helped by the co-operation of Native Authorities and Voluntary Agencies.

The general level of achievement in primary schools showed little improvement. There was a lack of certificated teachers in many areas and the consequent employment of "concession" teachers. The usual difficulty of persuading teachers to remain in rural areas persisted.

Primary school buildings were steadily improving and the standard of new Native Authority School buildings was very high. Government schools in Benin Province set a good standard.

During 1954, the Regional Government approved the new syllabus by which the primary course was converted from an eight to a six-year course.

Early in 1954 13 new secondary schools were opened in the Western Region—nine for boys and four for girls—bringing the total number of secondary schools in the Region to 68. Unfortunately the graduate staff shortage in the Voluntary Agency Schools was acute and during

1954 there were only 98 graduates working as full-time teachers. The scarcity of science graduates was particularly serious.

On the whole the standard of work in the secondary schools was improving because the academic staff was better and teachers had more knowledge. On the other hand, the general standard of teaching method was not good and there was room for three or four itinerant advisers who could help secondary school teachers and persuade them to adopt improved teaching methods.

In January, 1954, the four new girls secondary schools brought the total in the Region up to 14. In addition, over 100 girls were attending mixed secondary schools. The question of secondary co-education required some serious consideration as the girls in mixed schools were greatly out-numbered by the boys and the essential female staff was not available.

Two new teacher-training centres were opened in January, 1954—the Anglican Teacher Training College, Asaba, and the African Church Teacher Training College, Ikirun. There were 54 teacher training centres operating in the Region and it was estimated that approximately 1,400 Grade III teachers and 200 Grade II teachers were trained during the year.

Special consideration was being given to the question of teachers' courses in domestic science. There was a special course for domestic science teachers at the Women's Training College, Ilesha, but the 1953 results were extremely disappointing.

Local Authorities have become much more enthusiastic about adult education and there were demands for literacy schemes in many areas. The experiment of special classes for women was taking shape in the form of residential women's centres. During the year 3,140 literacy certificates were awarded in the Region, of which about 400 went to women.

In the sphere of technical education good progress was made in the various building projects at the Yaba Trade Centre, the Yaba Technical Institute, the Sapele Trade Centre, and the Womens' Trade Centre at Abeokuta. The building of the Trade Centre at Warri was started.

There were a total of 282 students from the Western Region studying overseas on Government scholarships of whom 269 were in the United Kingdom.

#### *University College, Ibadan*

There were over 500 students in residence, grouped in four residential colleges. Residential colleges hold an average of 160 students in single study bedrooms. The buildings include an assembly hall which accommodates nearly 1,000 people, an arts theatre equipped for lectures, plays and cinema, and a library containing over 80,000 volumes open to members of the College and, as far as possible, to anyone in Nigeria with serious reason for using it.

Details of the examinations taken at University College are given on p. 101.

*University College Hospital*

The building programme which was begun in 1952 was making excellent progress and the target date for its completion was December, 1955. It was hoped to establish the Hospital as a working unit by October, 1956.

His Excellency the Governor-General of the Federation of Nigeria, Sir John Macpherson, laid the Foundation Stone on the 18th November, 1954, at an impressive ceremony.

*Nigerian College of Arts, Science and Technology*

The College was officially opened at its Ibadan branch on February 27th, 1954, by His Excellency the Governor, Sir John Macpherson, supported by the Central Minister of Education, the Honourable Shettima Kashim.

During the session beginning in September, 1954, 162 students took up residence at the Ibadan Branch, 28 of whom were studying architecture, 4 arts and crafts, 4 commercial art, 12 book-keeping and accountancy, 11 secretarial subjects and 12 teacher training: 36 students were taking the course leading to the General Certificate of Education (Advanced Level) in Arts, and 55 in Science.

At the Zaria Branch, 67 students were pursuing an Intermediate course, of whom 7 were studying for the Cambridge Higher School Certificate and 60 for the General Certificate of Education (Advanced Level). Of these 23 were taking this course as part of their training for the Teacher's Certificate to be awarded in association with the University of London Institute of Education.

The Enugu Branch was under construction. Subject to staff and accommodation being available, it was hoped to admit some students to this branch in 1955.

Building was in progress in all three branches. At the Ibadan Branch, three lecture room blocks, three laboratory blocks, five hostels to accommodate 200 students, junior common room, students dining hall and kitchen, administration block and senior and junior staff houses were completed. The assembly hall and library remained to be built.

Construction of senior and junior staff houses at the Zaria Branch was well under way. The engineering workshops, senior common room and the office and stores block were also nearing completion. A contract was let for the remaining buildings at this branch, consisting of assembly hall and gymnasium, students hostels and lecture theatres.

*The Technical Institute, Yaba*

Very good progress was made in the various building projects. A new hostel was completed during 1954, as were two blocks of flats containing four senior staff quarters and three senior staff bungalows. The commerce, design, art and building blocks were all completed.

The recruitment of staff was still a serious problem, particularly of lecturers and assistant lecturers. During the year the staff comprised

six lecturers against an establishment of nine, nine Assistant Lecturers out of 12, six Technical Instructors out of nine and one out of two Masters.

A new senior full-time residential course in radio engineering was started at the request and with the co-operation of the Nigerian Broadcasting Service. Two new junior technical departments were also set up, one in printing and the other in commerce.

The total number of students enrolled was 559, of whom 263 were full-time day students, 52 part-time day release and 244 evening students: of the 263 full time day students, 234 were in residence. The distribution of the students in the various courses was as follows:

<i>Course</i>	<i>Number</i>
<i>Junior Technical</i>	
Engineering . . . .	106
Printing . . . .	15
Commerce . . . .	24
<i>Senior Course</i>	
Manual Training Instructors . .	9
Civil Engineering . . . .	75
Mechanical Engineering . . . .	7
Electrical Engineering . . . .	15
Radio Engineering . . . .	12
<b>TOTAL FULL-TIME DAY</b>	<b>263</b>

The senior courses in civil and electrical engineering were on a "sandwich" basis providing for training both in the Institute and "in the field."

<i>Part-Time Day Release</i>	
Engineering (West African Airways Corporation) . . . .	18
Printing . . . .	34
<b>TOTAL</b>	<b>52</b>

<i>Evening Courses</i>	
Mechanical Engineering . . . .	69
Electrical . . . .	72
Building Construction . . . .	18
Carpentry . . . .	23
Commerce . . . .	62
<b>TOTAL</b>	<b>244</b>

### *The Trade Centre, Yaba*

One new hostel and junior service quarters were completed during the year. The staff consisted of the Principal, one Senior Education Officer (Technical), one Senior Technical Instructor, 16 Technical Instructors, and one Teacher (Grade III). There were vacancies for one Senior Technical Instructor and one Technical Instructor.



Recruitment started during 1954 for a new trade course in plumbing. In March, 1954, there were 250 apprentices in training, distributed as follows:

<i>Trade</i>	<i>Number</i>
Carpenters . . . .	38
Cabinetmakers . . . .	34
Motor Mechanics . . . .	40
Sheetmetal Workers . . . .	10
Electricians . . . .	26
Painters and Decorators . . . .	28
Blacksmiths and Welders . . . .	17
Wood Machinists . . . .	22
Fitter/Machinists . . . .	16
Bricklayers . . . .	19
<b>TOTAL</b>	<b>250</b>

In addition to the above courses, there was a special course, begun in October, 1953, for overhead line-men for the Electricity Corporation of Nigeria, attended by 18 apprentices. Accommodation was provided in the Centre and the trainees were subject to the normal Trade Centre discipline. The Electricity Corporation of Nigeria provided the instructor together with all equipment and was responsible for the cost of food for the trainees.

#### *Nigerian Students Overseas*

In addition to the Nigerian students in higher educational institutions in the territory a large number of students, both private and officially sponsored, were taking courses overseas.

There were a large number of students whose studies abroad were officially sponsored and who were holders of Government scholarships. Subjects studied were wide and varied, including arts and science degree courses, teacher training, civil, electrical and mechanical engineering, agriculture, public administration, domestic science, economics, medicine, pharmacy, dentistry, nursing, horticulture, animal husbandry, handicrafts, radiology, printing, secretarial work, architecture, social science, journalism, etc.

The number of students with Government scholarships studying abroad during 1954 were as follows:

<i>From</i>	<i>Total Studying Overseas</i>	<i>Studying in U.K.</i>
Northern Region	117	107
Eastern Region	210	179
Western Region	282	269

It was estimated that there were also about 2,348 Nigerian private students overseas in 1954. Of these about 2,054 were in the United Kingdom and 294 in North America. Since nearly half of them must have gone abroad without the knowledge or recommendation of the Students' Advisory Committee, it is difficult to give details of the subjects studied.

It may be assumed, however, that about one-third of them were engaged upon the major professional courses, e.g. medicine, engineering, law and nursing.

The chief function of the Nigerian Liaison Officers in the United Kingdom and in America was supervising the welfare of Nigerian students in those countries. They were available to students for advice and help in matters concerning their lodgings, health and their general relations with their University or College authorities.

In North America, the Nigerian Liaison Office in Washington also assisted in securing places for students recommended by the Lagos Committee for African Students in North America.

Hitherto, Nigerian Liaison Officers in the United Kingdom had been attached to the Students' Department of the Colonial Office, but a Nigerian Students' Unit has now been established in London as a branch of the Nigeria Office. The Unit was headed by Mr. A. B. Oyediran, Director of Students.

### *Adult Education*

The activities of the Adult Branch of the Education Department were much stimulated by the report of Mr. G. Wilson, Director of the Literature Bureau of Northern Rhodesia and Nyasaland, who visited Nigeria at the request of the Central Government late in 1953. The proposals he made for the formation of a Literature Agency to work in liaison with, but under distinct management, from the Adult Education branch, were being implemented. The Agency was in the process of establishing itself with a separate system of accountancy and under conditions which aim at eventual commercial self-sufficiency. The provision of reading matter, not only for the newly literate, but also for those who learned to read at school is a matter of the most serious importance. It is hoped that the Literature Agency will contribute a great deal, in this way, towards the continuing process of education.

There were four main spheres to which the activities of the Adult Branch of the Education Department were directed. The first is that of adult literacy. In the Northern Region there were 5,000 classes from which the estimated output of literates was about 24,000, while in the Eastern Region there were 41 schemes under 21 organisers, which included 1,841 classes in 513 centres with a total enrolment of 36,590. The second sphere was that of public enlightenment, in which the Department assisted in the work done by other agencies in the dissemination of useful knowledge and the development of civil consciousness. The third was the production of visual aids and practical demonstrations, such as film strips, as an aid to public enlightenment; and the fourth was the production and distribution of the literature required for the reading public which must obviously expand with the increase in public literacy. This literature is produced in as many as twenty different languages, in a common standard of orthography. It takes the form of vernacular news sheets, pamphlets and general reading matter in English as well as African languages. A considerable amount of the material published is written by private individuals.

## PUBLIC HEALTH

The general health of the public was reasonably good. There were no serious outbreaks of infectious disease during the year and the most common conditions treated in hospital were malaria, gastro-intestinal disorders and pneumonia.

In the Northern Region there was a rather more prolonged lean period than usual owing to the previous year's poor harvests of local foodstuffs, but in spite of this public health in the Region was well up to average.

There was a moderate outbreak of smallpox but it was mainly confined to the Northern Region and to the Onitsha districts of the Eastern Region.

Nutritional deficiency is all too common among infants and very young children, the age group 1-4 being particularly affected. The principal deficiencies are in the B complex of vitamins and in animal proteins, and are very noticeable among the poorer classes in urban areas. Infective and parasitic infections are almost universal and again it is the younger age groups that are mainly affected.

As stated in Chapter I it is impossible to give vital statistics for Nigeria as the registration of births and deaths was not yet compulsory.

*The Principal Groups of Diseases*

The following is the incidence of epidemic diseases for the calendar year 1954:

Quarantinable Disease	Federal Territory		Western Region		Eastern Region		Northern Region	
	Cases	Deaths	Cases	Deaths	Cases	Deaths	Cases	Deaths
Plague . . . . .	—	—	—	—	—	—	—	—
Cholera . . . . .	—	—	—	—	—	—	—	—
Yellow Fever . . . . .	—	—	1	1	2	—	2	1
Smallpox . . . . .	30	7	148	3	227	21	5,962	702
Typhus . . . . .	—	—	—	—	—	—	—	—
Relapsing Fever . . . . .	—	—	—	—	—	—	—	—
Cerebrospinal Meningitis . . . . .	16	10	14	1	83	15	1,786	306
Dysentery . . . . .	943	71	3,570	6	5,701	41	5,443	72
Enteric Fever . . . . .	6	1	15	2	8	1	96	4
Influenza . . . . .	No cases reported							
Pneumonia (Primary) . . . . .	1,008	442	965	18	1,263	106	2,969	94
Poliomyelitis . . . . .	2	—	2	—	1	—	—	—
Sleeping Sickness . . . . .	5	1	—	—	3	—	866	9

*Yellow Fever*

The Virus Research Institute Lagos continued its research. A scratch vaccine was produced by the Laboratory Service at Yaba.

*Work done for other Departments.* For the Police, extensions to the regional radio networks were made at Kaduna, Makurdi, Kano, Jos, Warri, Ijebu-Ode and Benin. Mobile sets were provided at Enugu and Sapele while trunk telephone facilities to Gusau and Sokoto were provided at the police post at Telete Mafara.

Wireless stations for the Railway were maintained at Ebute Metta, Ibadan, Zaria and Enugu. Maintenance of the railway telegraph system and electric train staff system was carried out. A radio station linking with ships approaching Port Harcourt was opened at that station. Equipment to provide radio-telephone communication to Lagos and Port Harcourt is being installed at Escravos. Radio-telephone services between Marine Department vessels and Lagos were maintained.

## Chapter 12: Press, Broadcasting, Films and Government Information Services

### PRESS

The most important newspapers are the *Daily Times* ; the *West African Pilot* which, with other papers of Zik's Press, Limited, supports the N.C.N.C.; the *Nigerian Tribune* and *Daily Service* which support the Action Group ; the Gaskiya Corporation's *Gaskiya ta fi Kwabo* and *Nigerian Citizen* ; and the Public Relations Department's *Nigeria Review*, *Eastern Outlook* and *Cameroons Star* and the *Children's Newspaper*. *Nigeria* and the *Nigerian Field* are the two leading non-political periodicals. The *Daily Comet*, formerly published in Kano, was forced to close down during the year through lack of support.

The following are the country's principal newspapers and periodicals :

Name of Newspaper	Language	Publishers	Frequency of Publication
1. Daily Times ....	English	Nigerian Printing & Publishing Co. Ltd., Daily Mirror Newspapers, Lagos	Daily
2. West African Pilot ....	"	Zik's Press, Ltd., Yaba	"
3. Nigerian Tribune ....	"	African Press Ltd., Ibadan	"
4. Daily Service ....	"	Service Press Ltd., Lagos	"
5. Gaskiya ta fi Kwabo ....	Hausa	Gaskiya Corporation, Zaria	Weekly
6. Nigerian Citizen ....	English	Gaskiya Corporation, Zaria	"

### *Malaria*

The most common endemic disease was still malaria, the usual form being the subtertian. The disease is universal, as elsewhere in West Africa, and accounts for most of the deaths and most of the acute illness.

Malaria control measures were in force in some areas and were continually being improved. The attempt to assess the possibility of controlling malaria within the funds available was being undertaken as a joint enterprise by the Federal Government, the Northern Regional Government, U.N.I.C.E.F., (The United Nations Children's Fund), W.H.O., (The World Health Organisation), and the Colonial Research Committee. An area of 600 square miles containing about 124,000 people was chosen in Gwandu Emirate. It was divided into three sections in which three different insecticides supplied by U.N.I.C.E.F. were being used. Under the direction of Central/Federal Government specialists, teams of men supplied by the Medical Field Units branch of the Medical Department sprayed 80,000 huts and were in the process of repeating this. They were assisted by a chemist supplied by the Colonial Research Committee. W.H.O. had undertaken to supply an entomologist but had not been able to do so yet. The scheme was very popular amongst the local people as it greatly reduced the nuisance of insect pests. It was as yet too early to say whether it would have any marked effect on malaria in the district.

### *Yaws*

The yaws control campaign was another joint effort between U.N.I.C.E.F., W.H.O., and the Northern Regional Government. A Medical Field Unit team was operating in Kappa Province, having recently moved there from the Benue Province. Penicillin supplied by U.N.I.C.E.F. was injected into 65,000 people in an endeavour to exterminate yaws from this highly endemic area. The work in the Northern Region was part of a major campaign which includes a large part of the Eastern Region. If successful it might be extended to deal with all foci of yaws in the Northern Region.

Preliminary surveys, propaganda and training began in September, 1953, in the Nsukka Division of the Eastern Region, an area of 1,500 square miles with a population of 450,000. The Medical Field unit in 1954 consisted of an experienced medical officer of health, two superintendents, 34 trained assistants, 34 local government staff, mostly "yaws scouts" used in re-surveys, and two leprosy inspectors. The W.H.O. Yaws Adviser for Nigeria, Professor F. S. da Cruz Ferreira, had his headquarters at Nsukka.

Mass treatment began in February, 1954, and returns up to the end of December were:

	No.
Examined and treated	264,983
Infectious cases	10,743 (4.0%)
Late cases	35,130 (13.6%)
Latent cases	141,841 (53.5%)
Contacts	76,264 (28.7%)
Penicillin used	66,494 vials of 10 c.c.

In a follow-up, 80,000 people were re-examined. Relapses totalled 40 (0.05 per cent) and new infections 123 (0.15 per cent).

The yaws campaign, like those against any major community affliction, is essentially a means to an end, the end being the establishment of permanently improved general rural health services on a broad basis.

### *Schistosomiasis*

Work on schistosomiasis (bilharzia) was done at Wulgo in Bornu Province of the Northern Region. This was a joint operation between the Medical Department and the Agricultural Department and was carried out in the area of a rice irrigation scheme. It was anticipated that without control the irrigation of a wide area by water from Lake Chad, which is known to be infested with snails, would greatly increase the incidence of rectal and urinary schistosomiasis by increasing human contact with infested water. All labourers employed on construction received medical examinations by the Medical Field Units and, where practicable, treatment. In addition, adequate sanitation was ensured at the place of work of the labourers and a dependable water supply was arranged. This was as far as the scheme had progressed so far, but it was further planned to destroy snails by treating all water passing to the irrigated fields with sodium pentachlorophenate.

### *Enteric Group of Fevers*

One hundred and twenty-five cases were notified during the year. Most of the cases occur in the area of the Benue River around Makurdi. The water supply of this town is taken from the river and has not, hitherto, undergone purification. There is no definite evidence to show that this group of fevers is common amongst the community as a whole, but since hygiene is defective almost throughout the rural areas, conditions are theoretically favourable to transmission. Mortality figures taken from a rural district in Katsina Province showed an overall mortality of about 4 per 1,000 due to "Stomach and Bowel complaints." The large mortality (about 16 per 1,000) due to unspecified fever *may* in part be due to typhoid, but a closer investigation was necessary to determine this.

### *Dysentery*

Hospital figures during 1954 totalled 15,658 cases, the vast majority of which were of the bacillary type; there were 190 deaths. Both bacillary and protozoaldysentery are common, and local epidemics occur from time to time. The dysenteries appear to be neither as common, nor as severe, as in India and the Far East.

### *P imary Pneumonia*

There is one recorded epidemic of the disease. This occurred in Northern Katsina Province shortly after the harvest of 1950. In two months 690 cases were diagnosed in four village areas having a total

population of about 20,000. The places concerned had suffered conditions of near famine just before the outbreak, due to a very poor grain harvest in 1949.

### *Pulmonary Tuberculosis*

Seven hundred and forty-four in-patients were treated in the Northern Region's hospitals during 1953-54 and 239 of them died. Tuberculin tests and mass miniature radiographic surveys had not shown the disease to be a really serious public health problem.

### *Poliomyelitis*

The clinical disease is very rare. A few sporadic cases are notified each year.

### *Onchocerciasis*

During the last few years numerous surveys were made into the incidence of this disease. Investigations were also carried out into the bionomics of the local vector, *Simulium damnosum*. A wide distribution of endemic onchocerciasis was found. Foci were detected along most of the major rivers with a more or less perennial flow.

In the Northern Region surveys in the endemic areas disclosed that up to 62 per cent of all blindness was due to the disease.

Plans were in preparation for a pilot attack on the vector in an area of 1,000 square miles around Abuja (Niger Province).

In the Eastern Region foci of infection occur in Onitsha Province. At the site of the Oji River power station, breeding of *Simulium damnosum* was effectively reduced by the application of D.D.T. every five days. Preliminary surveys of water-courses around Enugu began in August. Six species of *Simulium* were identified and one important breeding site of *Simulium damnosum* was located in the Iva River. Further detailed investigations and control had to await the return from study leave of the medical officer detailed for this work.

Col. Rodger of the British Empire Society for the Blind Survey examined one Onitsha village with a 70 per cent infection rate and found that, although 2.8 per cent of the people had ocular lesions due to onchocerciasis, in no case were microfilariae seen in the ocular tissues. This is in sharp contrast to findings in Gold Coast and Northern Nigeria where, with a similar incidence of infection, there would be many serious eye lesions and much blindness. Further investigations were to be carried out.

### *Trachoma*

1952-54 surveys into the causes of blindness showed that trachoma accounted for up to 22 per cent in the more arid savannah belt. Previously the disease had frequently not been recognised in its early stages but the survey discoveries resulted in a greater awareness. The condition can be said to be very common but in the majority of cases it appears to resolve after the early stages without treatment.

*Chickenpox and Mumps*

These infectious diseases are as common as in Europe. Fatalities have occasionally been reported from the former.

*Whooping Cough*

This is another disease which is very infrequently notified, but which is nevertheless extremely common, especially during the last quarter of the year. The social environment, which involves the living together in one compound of many children, encourages the spread of the disease. Little is known of the mortality caused, but the indications are that it is largely confined, as in Europe, to very young children.

*Ankylostomiasis*

*Ascariasis and Other Intestinal Nematodes.* These are fairly common conditions. Though they rarely cause severe clinical illness, they must operate against full positive health. The overall incidence at surveys has varied between 10 and 35 per cent (hookworm) and 6 to 12 per cent (roundworm).

*Cestodes.* Surveys have revealed a relatively small incidence (1 to 5 per cent).

*Dracunculiasis.* Guinea worm disease occurs in local foci where there is no protected water supply. As the rural water supply programme gathered momentum, the disease was being eradicated. In affected villages and hamlets it was not uncommon for the whole population to be stricken at one time. No estimate of incidence was available.

*Scabies.* This is exceedingly common, and occurred in "epidemic" form during the last quarter of the year. The northern savannah belt where personal hygiene tends to be more deficient was the most seriously affected. During "epidemics," one in ten people from a population of 50,000 odd have been affected. Septic complications sometimes result in death.

*Endemic Goitre*

Foci of the disease are common in the Benue valley, on the Plateau, and in parts of the savannah belt of the extreme north. The incidence in these areas ranged from 1 to 9 per cent of the population in certain village areas. In the Benue valley, rules were made prohibiting the sale and use of non-iodised salt.

*Tropical Ulcers*

Although a very common condition at hospitals and dispensaries, morbidity surveys reveal relatively low incidence (1-2 per cent). The disease is commonest during, and immediately after, the wet season.

*Trypanosomiasis*

*Northern Region.* 6,613 cases were diagnosed and treated by the Sleeping Sickness Service during 1953-54. These cases were found in



1,453,460 persons surveyed in the endemic areas, which occur approximately between the 11th and 6th parallels of latitude. The general incidence of the disease is about 0.23 per cent. Years of mass treatment appeared to have eliminated all but the more resistant strains of the trypanosome. Unless the newer trypanosidal drugs such as Malareen prove more effective, there is a danger of chronic human sleeping sickness becoming a problem in the near future.

Tsetse control, commenced many years ago, is an important and energetic feature of the general control of the disease. Bush clearance was still the main method in use but experiments were being made with D.D.T. on mango groves.

*Eastern Region.* Infection was known to occur only in Ogoja Province and the Cameroons. As against a total of 437 cases the previous year, 277 cases were reported in 1953-54. Their distribution was:

*Sleeping Sickness Cases Diagnosed during the year 1953-54*

PROVINCE	SURVEYS		DISPENSARIES		HOSPITALS	
	New cases	Relapses	New cases	Relapses	New cases	Relapses
Bamenda	—	—	—	—	3	—
Cameroons	19	—	8	—	6	—
Ogoja	132	3	79	18	9	—
TOTAL	151	3	87	18	18	—

The Ogoja strain of trypanosome showed a predilection for the central nervous system, invasion taking place comparatively early in the course of the disease. Another disturbing factor was the high degree of resistance to the established forms of treatment.

*Leprosy Service*

*Northern Region.* In the Northern Region the general incidence of this disease varied between 2 and 3 per cent. In the last few years considerable progress had been made and it was estimated that nearly one tenth of the leper population were under treatment in the Region's settlements, segregation villages, and out-patient clinics. There were 165 treatment centres in operation.

*Eastern Region.* In areas where control measures were long established, where dapsone treatment had been in use for several years and where, above all, there was true community co-operation, new cases treated at clinics were fewer, the numbers discharged continued to increase and relapses were few. With poor community co-operation a small but steady stream of new infections was maintained, and it was evident that control depended on patient, informed propaganda and an alert devoted staff.

In the three provinces covered by the governmental service, work was well established and incidence was declining in most areas of Onitsha

and Owerri. In Rivers Province control measures were being thoroughly applied in Ogoni and large areas of Ahoada divisions, but the great problem of the creek areas in Brass and Degema divisions was still only partly solved. An epidemiological survey was started in Ogoja province. It revealed high incidence (8-15 per cent) and also severe types of infection in the sparsely-populated country between Ogoja and Ikom, where the poor communications were being improved and into which there was immigration from areas further west.

Savings resulting from the supply by U.N.I.C.E.F. of all dapsone requirements were being used to extend control work in Calabar province, where the operational areas of the Government service and two missions had been defined. The money was also being used to a great extent in the danger areas of Ogoja province where the two missions concerned planned expansion with paid staff instead of patient-staff as in the past.

In 1953-54, the Leprosy Service, Voluntary Agencies and Local Authorities provided treatment for 26,170 patients at 177 centres, and 5,549 patients were discharged as symptom-free. Generous assistance continued to be given by the staff of the British Empire Leprosy Relief Association who assisted the Missions at Itu and Uburu, by welfare staff provided by the Church Missionary Society at Oji River, and by the Methodist Missionary Society at Uzuakoli. Financial and material assistance were given by the British Empire Leprosy Relief Association of London and Lagos, the Mission to Lepers and by the Red Cross.

### *Medical Departments*

The situation with regard to public health was very similar to that of education. From September, 1953, to October, 1954, the controlling organisation was the Central Ministry of Health, although public health was largely a regional responsibility and there were also regional Ministries of Health. The Regions each had a Director of Medical Services who functioned through a regional department but these Directors were still controlled to a certain extent by the Inspector-General of Medical Services.

In October, 1954, the process of regionalisation was completed in this field and the post of Inspector-General was abolished. The regional Directors of Medical Services then became responsible only to their own Ministries.

The Central Ministry of Health ceased to exist in October, 1954, and health matters came within the portfolio of the Minister of Natural Resources and Social Services. There is a Federal Department of Medical Services under the Chief Medical Adviser to the Federal Government and this department is responsible for medical services in the Lagos area and in the Trust territory of the Southern Cameroons and for certain individual institutions such as the Ibadan Teaching Hospital.

Public health and sanitation in the Lagos area are the responsibility of the Medical Officer of Health of the Lagos Town Council.

In the Regions the Directors of Medical Services administer all the Government's medical and health services and exercise a certain amount of supervisory control over the medical activities of Native Administrations, voluntary agencies and private bodies. The regions are divided into Medical Divisions each under a Senior Medical Officer, and these are subdivided into Medical Areas under a Medical Officer. The Medical Areas are each served by a Government Hospital and the Medical Officer in charge is usually responsible for the public health of his area as well as the medical services. In some of the larger townships, however, there are Medical Officers of Health to deal with public health matters.

The Medical Officers are responsible to the Senior Medical Officers of their Divisions who are themselves responsible to the Regional Director.

In the larger Areas a Health Superintendent assists the Medical Officer in supervising the public health and there are several Sanitary Inspectors under each Health Superintendent. In the smaller Areas both Government and Regional Sanitary Inspectors are responsible to the Medical Officer.

### *Policy*

The policy of the Medical and Health Departments was the promotion of health by a properly organised system of health education and the extension of curative facilities, particularly in the direction of domiciliary midwifery.

### *Staff*

The following categories of doctors and nurses were at work:

Registered physicians	persons with degrees recognised both locally and in the metropolitan country.
Licensed physicians	persons with degrees recognised locally but not having metropolitan recognition.
Medical assistants	persons with medical training below the university level.
Nurses of senior training	persons with training equivalent to that provided in the metropolitan country.
Certificated nurses	persons with certificate recognised locally but not having metropolitan recognition.

In the following table where it was known that there were no staff of a certain category the word Nil is used. In other cases information was not available.

### *Federal Territory*

	<i>Government</i>	<i>Mission</i>	<i>Private</i>
Registered physicians . . .	56	—	14
Licensed physicians . . .	3	—	—
Medical Assistants . . .	—	—	—
Nurses of senior training . . .	36*	—	—

officers. Physical training and weapon training courses are also run within the District.

Much attention has been given to improvement in conditions of service and in accommodation. During the year the Government had under examination the whole question of the constitution and financing of the Regiment.

## Chapter 14: General

### *Art*

The Nigerian Festival of the Arts, the purpose of which is to hold an annual display to enable Nigerian artists, musicians, dancers and craftsmen to show their work to the public, was inaugurated in 1950 ; the success of the first festival was such that the Nigerian Arts Festival Board, an independent body of voluntary workers, was constituted. In 1950 the festival in Lagos attracted 548 competitors ; in 1951 the number increased to 843 with a larger entry from the Regions, which encouraged the holding of the first regional festivals in 1952.

### *Archeology*

For some time past there has been a growing interest in Nigerian antiquities, particularly in the world outside Nigeria. It has therefore been felt desirable that such antiquities should be preserved for the benefit of the public and their loss or destruction prevented. The Government accordingly propose to introduce legislation for this purpose.

### *Sport*

In 1952, for the first time, Nigeria sent a team of athletes to take part in the Olympic Games at Helsinki ; members of the team also took part in contests in Copenhagen and in London (where a Nigerian won the long jump in the match between the British Empire and the U.S.A., beating the Olympic champion). Although the team won no medals at Helsinki a great deal of valuable experience was gained. In the fifth inter-colonial meeting Nigeria was defeated by the Gold Coast. The Women's Amateur Athletic Association held its second meeting, at which nine new Nigerian records were established.

Cricket continued to flourish in most of the larger stations, although distances preclude many inter-station matches ; in the inter-colonial matches with the Gold Coast the European team drew theirs while the Nigerian team won comfortably.

There is no doubt that football is now established as the national game, interest being stimulated annually by the Governor's Cup Competition. The King George V Stadium in Lagos was reconstructed during the year to increase its capacity to over 15,000 with improved seating and standing accommodation.

Boxing continued to flourish and interest will undoubtedly be further stimulated by the presentation of a trophy by Sir Eugen Millington-Drake for competition between Nigeria and the Gold Coast.

## PART III

### Chapter 1: Geography and Climate

#### GEOGRAPHY

NIGERIA is situated on the west coast of Africa on the shores of the Gulf of Guinea, and is entirely within the tropics. It is bounded on the west and north by French territory and on the east by the former German Colony of the Cameroons, a portion of which is held by the United Kingdom as a Trust Territory. This is administered as an integral part of Nigeria. The total area of the territory, including the area of the Cameroons under United Kingdom trusteeship, is 373,250 square miles.

Along the entire coastline of Nigeria lies a belt, from 10 to 60 miles in width, of mangrove swamp forest intersected by the branches of the Niger Delta and other rivers, which are interconnected by innumerable creeks. The whole constitutes a continuous waterway from beyond the western boundary of Nigeria almost to the Cameroons. North of this region is a zone from 50 to 100 miles wide of tropical rain forest and oil-palm bush, which covers the greater part of the central and eastern provinces of the south and into which serious inroads have been made by centuries of shifting cultivation. Beyond this the vegetation changes, as the elevation rises, from open woodland to grass savannah, interspersed with scrubby fire-resisting trees; this covers the greater part of the Northern Region, except the extreme north, where desert conditions prevail. Nigeria possesses few mountains except along the eastern boundary, though parts of the central plateau rise over 6,000 feet above sea level. In addition to the Niger and Benue which, during the rainy season, are navigable by steamers as far as Jebba and Yola respectively, there are various important rivers, of which the Cross River is the largest. Except for Lake Chad in the extreme north-east there are no large lakes.

The River Niger enters the territory from the north-west, and is joined by its principal tributary, the Benue, at Lokoja, about 340 miles from the sea. From here it flows due south into the Delta area, which extends along the coast for over 100 miles and for about 140 miles inland.

The population of the main towns is approximately as follows :

#### *Northern Region*

Yerwa . . .	57,000
Ilorin . . .	41,000
Kano . . .	131,000
Katsina . . .	53,000
Gusau . . .	40,000
Sokoto . . .	48,000
Zaria . . .	46,000

*Western Region*

Ibadan . . .	460,000
Iwo . . .	100,000
Ogbomosho . . .	139,000
Ede . . .	45,000
Oshogbo . . .	123,000
Oyo . . .	72,000
Iseyin . . .	50,000
Ife . . .	111,000
Ilesha . . .	72,000
Lagos . . .	272,000
Abeokuta . . .	82,000
Benin City . . .	54,000

*Eastern Region*

Onitsha . . .	60,000
Port Harcourt . . .	45,000
Enugu . . .	40,000
Aba . . .	63,000
Calabar . . .	46,000

## CLIMATE

The climate of Nigeria is affected by two main wind currents ; one from the north-east or east, and one from the south-west. The line of demarcation between the north-easterly and south-westerly wind currents on the surface lies mainly east-west, generally across the extreme south of Nigeria in January and February, moving well to the north of Nigeria in July and August, although it is subject to considerable short-period fluctuations. The north-easterly wind current or harmattan is very dry, and normally gives cloudless weather with low humidity, cold nights and mornings and very often dust haze. The south-westerly current is very moist, and when it prevails in sufficient depth it gives cloudy weather, frequently with afternoon and evening thunderstorms or line squalls and periods of monsoon rain near the coast and periods of mist in the early mornings.

Nigeria may be very roughly divided into five main climatic regions, as follows :

The Coastal Belt extending some 50 miles inland from the coast, is hot and humid with a high rainfall. Temperatures range between 70° and 75°F in the early morning throughout the year, and mainly between 80° and 90°F in the afternoon, with a marked cool season from June to September. Relative humidity is normally 100 per cent in the early morning, falling to between 60 per cent and 80 per cent in the afternoon. There are usually south-westerly winds from mid-morning to evening, light in January but becoming stronger in July and August, and light northerly winds in the night and early morning. Rainfall varies from 60 inches a year in the west to 130 inches in the east ; in the west there is a principal wet season from May to July, with a secondary wet season

*Statistics of Medical Institutions*

	<i>Northern Region</i>	<i>Eastern Region &amp; Southern Cameroons</i>	<i>Western Region</i>	<i>Lagos</i>	<i>TOTAL</i>
<b>GOVERNMENT AND NATIVE</b>					
<b>ADMINISTRATION</b>					
General Hospital and Nursing Homes . . . . .	28	24	16	2	70
Maternity Hospitals and Homes . . . . .	10	104	133	1	248
Special Hospitals . . . . .	—	1	2	1	4
Beds . . . . .	3,063	2,366	1,691	566	7,686
Dispensaries . . . . .	385	273	228	8	894
Doctors . . . . .	77	68	44	59	248
<b>MISSION, COMMERCIAL AND</b>					
<b>PRIVATE</b>					
General hospitals and Nursing Homes . . . . .	11	30	20	11	72
Maternity hospitals and homes . . . . .	10	101	56	4	171
Special hospitals . . . . .	—	—	—	—	—
Beds . . . . .	677	2,728	1,138	84	4,627
Dispensaries . . . . .	148	50	20	8	226
Doctors . . . . .		about 150			

*General Medical Facilities*

*Northern Region* With the exception of rural health centres, maternity hospitals and the Eye Hospital at Kano, all hospitals in the Region are able to accept general medical, surgical and obstetric cases. Some hospitals, however, had to restrict obstetric cases to emergencies. In Kano there were specialists in orthopaedics and medicine and in Jos there was a specialist in general surgery. There was a pathologist at Kano and a special grade medical officer for radiology. A special grade medical officer in ophthalmology is normally stationed at Zaria.

Specialists and special grade medical officers are available for consultation anywhere in the Region and carry out periodic tours. X-rays can be taken in all the larger hospitals and sets were gradually being installed into other hospitals as electricity became available.

*Western Region.* The 18 Government hospitals in the Region included one mental hospital and one lunatic asylum. The total bed accommodation in Government general hospitals exceeded 1,000 and these hospitals were able to accept general medical, surgical and obstetric cases. In addition there were 133 maternity hospitals and homes run by the Government or Native Administrations in the Region.

During the year the general hospital at Akure was enlarged to the extent of 60 beds and foundation stones were laid for five new 48-bed hospitals. The Mission hospitals and private hospitals in the Region varied in size from the new 36-bed hospital erected by the United Africa Company at Burutu to small maternity hospitals of four beds.

With the exception of a few private enterprises, the remaining dispensaries and maternity centres were controlled and financed by local

authorities who received grants-in-aid from the Government. In a large number of places the dispensaries and maternity centres were combined units.

*Eastern Region.* The Region had a very large number of hospital beds—over 5,000—and a very high proportion of its total medical expenditure was devoted to curative medicine. Unfortunately, however, the Region's medical services were not so well-developed in the sphere of rural and urban public health and there was room for a great deal of expansion in that respect.

During the year a new 26-bed hospital was completed at Arochuku and a 26-bed ward added to the Calabar Asylum, which became able to take 105 patients.

At the Isoba (Rivers Province) leprosy settlement the building programme was completed and the arrangements for water supply were under way. A 40-bed local government hospital was opened at Awgu and a 26-bed rural hospital at Obudu. Both these hospitals were staffed by the Roman Catholic Mission.

Good progress was made with the two joint hospitals at Umuahia and Amaigobo and the latter was almost finished by the end of the year.

Plans were in hand for the building of a government hospital at Yenagoa (Brass Division), three tuberculosis annexes, a chest clinic and five new local government hospitals.

*Federal Territory.* The Government medical institutions in Lagos consisted of two general hospitals, a maternity hospital, an orthopaedic hospital, a tuberculosis sanatorium, a lunatic asylum and an infectious diseases hospital. There was also a dental clinic and a number of out-patients' dispensaries.

The facilities of the main hospitals were as follows:

*The Creek Hospital*, a general hospital of 46 beds housed in an old building which provided increasingly inadequate accommodation, recently had added an excellently-equipped operating theatre in which air-conditioning was to be installed.

*General Hospital, Lagos*, a large hospital of 304 beds and 50 cots, accepting general medical and surgical cases. There were special sections for medicine, surgery, oto-laryngology, ophthalmology and dermatology, each under the appropriate specialist. The X-ray department was well equipped and included static and mobile mass miniature units. The out-patients department was built of temporary materials and was inadequate for the numbers it must handle.

*The Massey Street Maternity Hospital* was originally a dispensary and afterwards converted to a hospital of 74 beds. A very much bigger unit was required and should be built in the near future. In spite of over-crowding, however, the hospital continued to deal efficiently with a very large number of cases per year.

*The Orthopaedic Hospital, Igbobi*, an excellent up-to-date hospital with its own X-ray department, physiotherapy department and workshop for the manufacture and fitting of artificial limbs.



## Chapter 2: History

### EARLY HISTORY

Nigeria has been described as an "arbitrary block of Africa." Its ancient history is largely lost in the mists of legend and little accurate data are now available. The interior first became known to Europeans in the first half of the nineteenth century. All that can be stated with certainty is that at this time the open country was, and had been for a considerable period, inhabited by peoples of Negroid and Berber stock. In many parts of the forest zone, on the other hand, there dwelt a number of negro tribes with a more primitive social organisation and a lower standard of life. There were also such tribes on the Bauchi Plateau, these probably being part of the original inhabitants of the territory who took refuge in this broken hilly country when successive waves of conquerors pressed their fellows southwards to the sea.

At the time of European penetration of the country the tribes with the most advanced social and political organisation were the Yorubas and the Binis in the south and the Hausa, Fulani, Kanuri and Arab tribes in the north. Tribal tradition holds that the Yorubas originated in Ile-Ife, where God first created man, and although the extent of the territory under the direct control of the Oni of Ife was seriously curtailed in the nineteenth century Yoruba civil wars, Ife is still recognised as the spiritual headquarters of the race and the Oni enjoys a position of peculiar influence as the custodian of the tribal relics. What is certain is that the Yorubas were established in the territory they now occupy at a fairly early date. Their precise origin is not known, but anthropologists have thought it probable that they were not a negro blood, having acquired their present physical characteristics largely by inter-marriage with the indigenous negro population.

Up to the beginning of the nineteenth century, the Yoruba kingdom occupied a large area which may at one time have extended from the Niger as far even as Accra and thus have included the greater part of what is now Dahomey. Certainly tribute was collected from Dahomey until as late a date as 1817. Over this wide area, occupied by a number of different clans founded by descendants of Oduduwa, the first Oni of Ife, the Alafin of Oyo had probably risen to a position of practical suzerainty which he exercised with a varying degree of success over a long period. The nineteenth century, however, saw the complete disintegration of the Yoruba Kingdom. Trouble with the Fulani to the north resulted in the sack of Oyo and the establishment of a Fulani emirate in what had been one of the richest of the Yoruba Provinces. Central authority, probably never very strong, collapsed and the Yoruba clans entered on a period of civil war which, fanned by the necessity of meeting the insatiable requirements of the lucrative slave trade, was to last intermittently for nearly 70 years.

The dangers of war were probably responsible for the establishment of the Yoruba colony of Lagos, since the first settlement in the neigh-

tration counterparts maintained a big programme, sinking 3,520 wells (footage about 225,000 feet with some 200,000 feet lined) during the past three years. All these wells have a hygienic top.

Other rural supplies recently made available included bore holes, impounded water, Routhwaite tanks and windmill pumps.

The aim, put in hand in 1945 and already far advanced, is to provide a reasonably hygienic supply for each population unit.

*Food Control.* The Health Department exercised control over food-stuffs under the provisions of Section 14 of the Public Health Ordinance. Shops of all sizes, market-stalls, street traders, and hawkers were kept under constant supervision and inspection in the main townships. Unsound or unduly exposed foodstuffs were confiscated and destroyed. Health education projects were being directed to improve conditions but health education, even of enlightened communities, is no easy task. In 1954 the approach was through the radio, the press, and through the school child, and by lectures and demonstrations by members of the medical department.

#### *Disease Control Programmes and Other Developments*

In addition to the principal disease control programmes, outlined above, throughout Nigeria measures were being taken to reduce infant mortality and to preserve maternal health. There are ante-natal infant welfare clinics at most medical stations where routine measures are taken and there was evidence that mothers were now bringing their babies in the early instead of the terminal stages of their illness. In addition there were many local government or co-operative maternity centres, and many Mission maternity centres. Midwives were being trained and now qualify under the Nigerian Midwives Board. There are also Health Sisters and Health Visitors who assist in this work. In Lagos there is compulsory vaccination of infants at three months.

In May, 1954, a Committee was set up to examine the present facilities for medical care and for the training of nurses and medical auxiliaries in Lagos, and to make recommendations for improving and extending these facilities. A White Paper was subsequently issued, based largely on the findings of the Committee. It was hoped that certain recommendations made by the Committee could be carried out within the next five years, including the construction of a new hospital on the mainland, a new maternity hospital and out-patient's dispensaries, the improvement of existing institutions and the establishment of training schools for dental technical assistants, dental hygienists and medical laboratory technologists.

### HOUSING AND TOWN PLANNING

#### *Northern Region*

For most people in the rural areas of the Northern Region there is no housing problem. Each family, using local materials, constructs for itself various numbers of round huts thatched with grass and sur-

both the Ibos and the less numerous Ibibios now exercise a most important influence on the social, economic and political life of Nigeria.

#### BRITISH OCCUPATION

Neither the acquisition by the British Crown of the Colony of Lagos nor the establishment of a Protectorate over large areas of the interior was the result of deliberate long-range planning by the Governments of the day. On the contrary those Governments were forced by the pressure of events almost insensibly and often reluctantly into courses of action which finally resulted in the taking over of the administration of the entire territory. The events covering the whole period from the early discovery of Nigeria to the present day may roughly be set out under three heads, the period of exploration, that of penetration and finally that of consolidation of the ground won.

In the period of exploration the British were not the first in the field. As early as 1472 the Portuguese had found anchorages in the mouths of the many rivers in the Bight of Benin. They were not, however, left long in undisputed possession of the field and the first English ships reached the Bight of Benin in 1553, under the command of a Captain Windham. Then followed a chapter in the world's history on which England, in common with other nations, now looks back with distaste, only mitigated by memories of the earnest efforts made to remedy as far as possible the wrong which had been done. The discovery of America and the establishment of Spanish colonies in the West Indies led to a steadily increasing demand for negro slaves and a cut-throat competition between the maritime nations to participate in, and to oust each other from, the lucrative business of supply. The first Englishman to engage in this traffic was Sir John Hawkins, but he was followed by many others, who gained in the rough and tumble of a hazardous trade much of the experience of ships and the sea which was eventually to prove the salvation of England when the long struggle with Spain moved to its climax in the latter years of the 16th century. Professional seamen argued that participation in the slave trade fostered the growth of a prosperous and powerful merchant marine and long after, when the cause of abolition began to raise its head, the Admiralty was amongst its foremost opponents on the grounds of the serious blow which could be dealt thereby to England's essential reserve of trained seamen. It is a measure of the extent to which the horrors of the trade finally aroused the conscience of the nation that abolition was finally passed in England in the middle of a great war and in the teeth of advice tendered by the country's greatest sailors.

In the sixteenth and seventeenth centuries, however, public opinion quietly ignored the moral issues and concentrated on the material profits and the English west coast ports of Bristol and later Liverpool grew in prosperity accordingly. First the Portuguese and then the Dutch, the Danes, the Spaniards and the Swedes were successively supplanted and by the Treaty of Utrecht in 1712, the British secured a 30-year monopoly of the trade. Although the Dutch and the French

maintained slave establishments at Benin until the close of the eighteenth century, it is estimated that more than half the slaves exported from West Africa during the busiest years of the trade were in British ships.

Lord Mansfield's famous ruling in 1772 in the case of James Somerset that any slave setting foot on English ground became free under the common law was followed in 1787 by the establishment of a Society for the abolition of the Slave Trade, which finally secured the passing of an Act of Abolition in 1807. The continuous efforts made to implement the act and to suppress the trade were in a high degree responsible for the extension of British influence in Nigeria, which proceeded steadily throughout the nineteenth century.

The trade in slaves led to the ships of all nations acquiring familiarity with the numerous river mouths between Lagos and Calabar. Little was known of the interior, however, until the beginning of the nineteenth century and in particular, the source and direction of the great river which was widely reputed to flow across the continent of Africa was a complete mystery.

Foremost amongst the names of those who sacrificed their lives to solve it was Mungo Park who reached the Niger from the Gambia River in 1796, and in a second and officially sponsored expedition from Goree in 1805, sailed down the river as far as Bussa where, with the remnants of his party he perished in the rapids.

Although absorption in the Napoleonic War acted as a bar to further exploration for a number of years, the problem of solving the mystery of the Niger was not forgotten, and from about 1816 on a number of attempts were made from various directions to establish with certitude the course of the river. Finally, Richard and John Lander succeeded where others had failed in tracing the outlet of the river to the multitude of creeks and rivers now known as the Niger Delta.

In the attempts which followed to put the Landers' discovery to practical use and to open up trade with the interior, the outstanding name in the early period is that of Macgregor Laird, and in the later that of Sir George Taubman Goldie. It became clear to the latter that some form of unity was essential if British companies were to establish themselves against inhabitants of the hinterland and, as a result of his persuasions, the United African Company came into existence in 1879, being reorganised and incorporated as the National African Company Limited three years later. Legitimate trade prospered in spite of many discouragements and with little or no backing from Governments to whom imperial responsibilities in a distant and unhealthy territory had no appeal.

The Government could not remain blind, however, to the difficulties and danger to British trading interests of the international competition for spheres of influence which, in the last two decades of the century, developed into a general scramble for Africa. At the Conference of Berlin in 1885 the British representatives were able successfully to claim that British interests were supreme on the lower Niger and the British claim to a sphere of influence in Nigeria, the boundaries of which were as yet undefined, received international recognition. The Govern-

- (a) "In normal cases, where restrictive control only is required, such control to be exercised by the appropriate Local Government Council under powers conferred by the Local Government Law. The Town Planning staff of the Ministry of Lands will be made available to advise Local Government Councils."
- (b) "Where a comprehensive and constructive scheme of development is to be or has been produced, then control should continue to be vested in town planning authorities, and statutory procedures under the Nigeria Town and Country Planning Ordinance to be followed."

There were 16 Town Planning Authorities established under the Nigeria Town and Country Planning Ordinance and there were active Town Planning Committees in six other local government authority areas.

The Western Regional Government Staff Housing Scheme granted loans to non-expatriate members of the senior and junior staff for building dwelling houses, or purchasing land on which to build and purchasing dwelling houses. Subject to certain safeguards, loans were granted to officers who held either a pensionable appointment or contributed to a provident fund.

### *Expenditure*

The Public Works Department was responsible for the carrying out and financing of all Government residential building programmes. There were Government building schemes whereby African officers in both the Junior and Senior Services were able to borrow money on very favourable terms for the erection of houses for themselves and their families.

### *Building Techniques*

Full use was made of the advice and information offered by the Building Research Station, Watford, England, the Building Research Station Accra, Gold Coast, and the Tropical Testing Establishment at Port Harcourt.

Modern building techniques were being taught to Nigerian craftsmen in the Trade Training Centres of the Education Department. The standard of craftsmanship they attained was well above the average found in Nigeria.

## SOCIAL WELFARE

### *Northern Region*

Social welfare came within the portfolio of the Northern Regional Minister of Education and Social Services. During 1954 the first real expansion in the social welfare services of the Region took place and a new office, staffed by one Assistant Social Welfare Officer and two Assistant Supervision Officers was established at Jos. The headquarters

offices, formerly at Zaria, were transferred to Kaduna where they received an enthusiastic reception and excellent co-operation from everyone.

Community development was beginning to make progress. With the growth of District Councils there were signs that the community was prepared to undertake local projects under the guidance of Administrative Officers. In future it was intended to link more closely social welfare and community development. Native Authorities were being encouraged to send people to the Man 'O War Bay Training courses on community leadership.

The organisation of youth clubs formed a major part of social welfare activities. The principal organisations in the Region were the Boy Scouts, Girl Guides and Boys Brigade, all of which were doing excellent work. With them, as with youth clubs organised by the social welfare staffs, the great and constant need was for more leaders, men and women who would come forward and offer themselves for voluntary service. Wherever it has been possible to organise youth clubs (mainly in the urban areas) they have proved their worth.

Social welfare staff also spent a considerable amount of their time on problems connected with juvenile and other offenders. Their activities included the operation of the probation system and dealing with the host of enquiries which are necessary in connection with sending offenders to reformatories and with repatriation, vagrancy etc. The Kano, Bornu and Sokoto Native Administrations had reformatories to which offenders were sent by Courts in the Region, and Kano, Katsina and Maiduguri had their own Native Administration social welfare officer. It was hoped that other such Administrations would follow this excellent example, as the need of such services was considerable and increasing every year.

#### *Eastern Region*

Community development and social welfare were controlled by the Eastern Regional Minister of Welfare. As far as public social welfare services were concerned only one Court service had been established, in Calabar, and it was being run as a government service under the Social Welfare Department. Owing to financial difficulties and lack of staff it was impossible to undertake any other branches of social welfare work.

The following private organisations, however, carried out social welfare work in the Region:

- (a) The Juvenile Welfare Committee, a voluntary organisation functioning in Calabar, concerned itself with various social problems affecting the youth of the town. Amongst other activities, it was conducting an enquiry into the conditions under which scholars who come from the rural areas to attend schools in the town are living on their own without adult supervision. It was also considering the possibility of establishing a crèche where mothers could leave their young children whilst they went to market.



## NIGERIA

when the Royal Niger Company disappeared as a governing body in 1900, there still remained three separate administrations. These were reduced in 1906 to two and the inevitability of the amalgamation of these was clearly foreseen. This came on 1st January, 1914 when the Colony and Protectorate of Nigeria was formally inaugurated under the authority of Royal Letters Patent and Order in Council. Sir Frederick Lugard, who had been appointed in 1912 Governor of both the then remaining administrations, now became the first Governor of a united Nigeria.

The period of consolidation which now followed could hardly have begun in more difficult circumstances. The first world war began in August, 1914, and Nigeria not only found it impossible to recruit much-needed staff for the administration of the territory, but some members of even such limited services as existed, left in order to play their part in the armed forces. Furthermore, the Nigeria Regiment was called upon to play an important part in the expeditions undertaken against the German colonies, first in the Cameroons and Togoland and, later, in East Africa. In all these campaigns the soldiers displayed both great gallantry and complete loyalty to their new allegiance. It was also a great tribute to the skill and tact with which Sir Frederick Lugard and his officers had handled the delicate situation in the north that not only was no advantage taken by the emirs of prevailing difficult conditions to re-assert their independence, but throughout the war they continued to give convincing proof of their loyalty to the British connection. Minor trouble broke out in various parts of southern Nigeria, due more to local administrative difficulties than to any general desire to throw off British rule. By far the most serious of these outbreaks was the Egba rising of 1918, which assumed serious proportions for a time, but was eventually suppressed without difficulty by the newly returned troops from East Africa.

In 1919 Sir Frederick Lugard, soon to become Lord Lugard, retired from the Governorship of Nigeria. To his outstanding position in its history no better tribute could be paid than the following extract from a speech to the Legislative Council on 18th March, 1946, by the then Governor, Sir Arthur Richards (now Lord Milverton) :

"In the proud record of British Colonial Administration two names stand out—those of Stamford Raffles and Lugard. Speaking in Nigeria there is no need for me to say what Lugard did in bringing order out of chaos and in laying the foundations of the Nigeria we see today. Those who knew him personally marvelled how great a heart beat within that slender frame and with what sure instinct he planned the administration. There is always something sad about the passing of a great man. Lord Lugard had a modesty commensurate with his greatness and his fondest hope was that he had made some contribution to the future of the Nigerian people in whose welfare his interest never flagged until the end.

"To the ordinary man the outstanding characteristic of Lord Lugard was his prodigious industry. He never took a day off ; he was at work all day and far into the night wherever he was—in Zungeru, on a launch on the Niger, in rest houses, even on leave and on the voyage to and from Lagos—and he continued to work at the same pitch right up to the end of his life. Only a man of his physical strength and tenacity of purpose could have accomplished that immense amount of detailed work, and at the same time, amid all the urgent problems, the

benefiting from contact with the other. Approximately 400 students have passed through the Centre each year.

Numerous students of the Eastern Region also attended the Man O' War Bay Training Centre.

Juvenile delinquency was a serious problem throughout the Eastern Region and in the absence of a Borstal institution there was little effective action that could be taken against the boy who continued to fail in the Approved School and yet was under age to be committed to prison. Lack of parental control was the major cause of juvenile delinquency and, quite apart from the actual delinquents, there were a great number of children who came before the court in need of care and protection.

There were 41 boys on probation in Calabar and 65 children in need of care and protection who were being supervised under Court Orders. The latter children were either placed in foster homes or with reliable guardians. At the Remand Home in 1954, admissions totalled 340 of whom 295 were boys and 45 girls. The number of delinquents was 135 boys and 1 girl. The social welfare officer at Calabar dealt with 567 general complaints without proceeding to Court action: 232 matrimonial disputes were dealt with, mostly concerning the custody or maintenance of children.

### *Western Region*

The year was taken up with two major items of administrative importance. The Regional Department of Social Welfare moved its headquarters to Ibadan from Lagos, and local offices were established in Abeokuta, Ibadan, Ijebu-Ode, Sapele and Warri. Group activities for young people were developed and social case-work, principally on family welfare, was undertaken. Close collaboration was effected with social development agencies existing in the Regions; the Boy Scouts Association, the Boys' Brigade and the British Red Cross figured prominently.

In Abeokuta, youth clubs received noteworthy backing from chiefs and other influential citizens. In Ibadan the response was less spectacular but sufficiently encouraging. In Sapele and Warri, although it was observed that the Boys' Clubs had the immediate effect of diminishing the rampant hooliganism, there was not a sufficiently well-developed social or community sense to bring the adults into the movement. Youth committees did important work in all these centres and as a result there were 34 Boys' Clubs in Abeokuta, 28 in Ibadan, 15 in Sapele and Warri, 6 in Ijebu-Ode and 8 in Benin. Regular news of youth clubs throughout the Region was given in the Department's popular journal *Young Nigeria* which was published twice monthly and distributed free to the clubs, who were allowed to sell it at 3d. a copy to use the proceeds to finance their activities.

In order to provide trained staff, an in-service training course of six weeks was arranged in Ibadan during July and August. Six officers were given theoretical instruction by a panel of lecturers. Practical instruction



frontiers of Nigeria, the Gambia and Sierra Leone against possible invasion from Vichy-controlled territory. In October 1943 and April 1944 the 81st and 82nd (West Africa) Divisions left for Burma, where they played a prominent part in the Arakan, and units of the Nigerian 3rd Brigade were included in General Wingate's special force operating behind the Japanese lines in Central Burma.

Meanwhile, in Nigeria, vigorous efforts were made to increase the production of essential export commodities. With the loss of Malaya, Nigeria became the chief source of tin for British war factories, while groundnuts, palm oil and kernels were in urgent demand to maintain fat supplies.

Although it is impossible as yet to see the crowded events of the post-war years in perspective, it is obvious that the political, economic and social progress of Nigeria since 1945 has been swift. On 1st January, 1947 a new Constitution was introduced. An enlarged Legislative Council was set up with a majority of unofficial members and was empowered to legislate for the whole country, instead of only the south. Regional Houses of Assembly with unofficial majorities and a House of Chiefs in the north were also established, with important advisory and financial functions. Another constitution giving Nigerians a yet greater share in the control of their affairs came into force in 1951. Under this Constitution, described in more detail in Chapter 3 of this part of the Report, there is a Central Legislature composed almost entirely of Nigerian elected members and there are Regional Houses of similar composition. There is a Council of Ministers with a Nigerian majority drawn from the House of Representatives and similar Regional Executive Councils. These Councils, with their Nigerian majorities, have the responsibility of formulating Government policy and directing executive action.

The most important economic developments have been the preparation and carrying out of the Ten-Year Plan for Development and Welfare, and the successful formation and operation of the Marketing Boards and Regional Production Development Boards.

The Ten-Year Development Plan was approved by the Legislative Council in 1946. It was estimated to cost over £55,000,000 and £23,000,000 towards this sum was allocated by the United Kingdom under the Colonial Development and Welfare Act. The scheme was under revision in 1950 and a revised plan was accepted in 1951. Of the £55,000,000 allocated to the original Plan, £34,000,000 were outstanding at 31st March, 1951 and the estimated expenditure of this sum from 1951 to 1956 will be over £12,500,000 by the Northern Region, £10,000,000 by the Central Government, nearly £6,000,000 by the Eastern Region and £5,500,000 by the Western. The Plan is aimed to give a firm foundation on which further development in Nigeria can be built. In it, therefore, there have been large allocations for the expansion of basic social services, such as health and education, for basic equipment such as machinery for good water supplies, roads and the tools of technical education, and for production services and revenue earning projects. In spite of difficulties in obtaining the men and materials

to put the Plan into practice, and in spite of recent steep rises in prices, the Plan has done and is doing much towards the success of the economic schemes promoted by the Marketing Boards, the Regional Production Development Boards and others.

One of the Marketing Boards chief aims was to secure reasonable and stable prices for producers in adverse conditions so as to avoid any repetition of the experiences Nigerian primary producers went through in the nineteen-thirties. Owing, however, to the sharp increase in world prices of cocoa, oilseeds, groundnuts and other products, the Boards have not only been able to strengthen their position and build up reserves to cushion producers against an eventual fall in world prices, but to allocate very large sums of money to schemes (largely now drawn up by the Regional Production Development Boards) for the benefit of the areas where the crops with which they are concerned are grown.

The most striking development in Nigeria's social services since the war has been the founding, with generous aid from the United Kingdom, of Nigeria's first University College—University College, Ibadan—with Dr. Kenneth Mellanby, O.B.E., Sc.D. as Principal. Four years ago the College existed only on paper. It now has an academic staff of almost 100, and 414 undergraduates working in the faculties of arts, science, agriculture and medicine.

One other important post-war change must be mentioned in this short summary, namely the appointment of Nigerians in large numbers to senior posts in the Nigerian Civil Service, and the granting of scholarships to many others to fit them later for such posts. A Commission was appointed in May, 1948 to make recommendations on the recruitment and training of Nigerians for Senior Service posts. The Commission's report was accepted by the Government. Approximately one-seventh of the Senior Service is now Nigerian, and early in 1951 Dr. S. L. A. Manuwa, O.B.E., was appointed Director of Medical Services. He is the first Nigerian to hold this important appointment.

1952 was in many ways the most outstanding year in the recent history of Nigeria as it saw the coming into operation of the new Constitution, mentioned earlier in this Chapter, and the first workings of the Executive Councils and Legislatures in the Regions and of the House of Representatives and the Council of Ministers at the Centre. In spite of their complexity and the diversity of their component parts the new arrangements worked well during the year and a great deal was achieved.

#### THE CAMEROONS

The German Colony of the Cameroons was conquered by French and British forces in the first World War between 1914 and 1916. Germany renounced her rights to the Colony by the Treaty of Versailles and in 1922 a portion of the Colony was assigned to the United Kingdom to be administered under League of Nations mandate. The British Cameroons consist of two narrow strips of territory on Nigeria's eastern borders with a gap between them on either side of the Benue

## Chapter 8 : Legislation

### CENTRAL LEGISLATION

DURING the year 11 new Ordinances and 17 amendments to existing Ordinances were enacted. Three of the Ordinances were to appropriate funds: two for supplementary appropriation for the years 1952-53 and 1954-55, and the third for the provision of services for the year 1954-55.

The Marketing Boards (Transfer of Funds and Assets) Ordinance, 1954, was the most important economic law enacted. It provided for the transfer of millions of pounds, representing funds and assets from the Nigeria Cocoa Marketing Board, Nigeria Groundnut Marketing Board, Nigeria Oil Palm Produce Marketing Board and the Nigeria Cotton Marketing Board, to Marketing Boards which were to be established by the Regional Governments and the Government of Southern Cameroons. Another piece of economic legislation was the Loans Ordinance, 1954, which was designed to authorise the raising outside Nigeria of a sum of £15 million pounds for purposes connected with the development and general welfare of Nigeria.

Three Ordinances were enacted in respect of research: The West African Council for Medical Research Ordinance, 1954, which made provision for the establishment of a Council for the conduct and furtherance of Medical Research in West African Territories and for purposes connected therewith, the West African Institute for Trypanosomiasis Research (Amendment), and the West African Institute for Oil Palm Research (Amendment) which were amendments to the main Ordinances passed in 1950 and 1951 respectively. Both amendments empowered the Governor to declare any office under the Institute or the committee as pensionable for the purposes of the Pensions Ordinance, 1951.

Other legislation included the Regional Legislatures (Legislative Powers) Ordinance, which set out matters declared to be within the competence of Regional Legislatures; and the University College, Ibadan, Ordinance, 1954, which provided for the governance of the College and matters incidental thereto.

Among amending ordinances was the Electricity Corporation of Nigeria (Amendment) Ordinance by which the Corporation was empowered to delegate to the Chairman of the Corporation such of its functions as were necessary to enable him to transact efficiently the day to day business of the Corporation.

### REGIONAL LEGISLATION

#### *Northern Region*

Seven new laws were passed during the year, the most important were as follows:

#### *Native Authority Law—31st July, 1954.*

This was the most important law passed during the year. It replaced the Native Authority Ordinance (Chapter 140), as amended from

- 1925 Visit of Prince of Wales.
- 1926 Opening of Makurdi-Kaduna section of the Railway.
- 1929 Opening of Zaria-Kaduna Namoda section of the Railway.  
Riot at Aba, leading to review of system of local administration in the Southern Provinces.
- 1930 Opening of Kano-Nguru section of the Railway.
- 1932 Opening of Benue Bridge at Makurdi.
- 1936 First direct air mail service between Nigeria and the United Kingdom.
- 1939 Division of Southern Provinces into the Western and Eastern Provinces.  
Outbreak of second World War.
- 1940-41 Nigerian troops take part in Italian East African Campaign.
- 1943-45 Nigerians of the 81st and 82nd Divisions take part in Burma Campaign.
- 1946 Beginning of 10-year Development Plan.  
Establishment of Cameroons Development Corporation.  
Trusteeship Agreement for Cameroons approved by General Assembly of United Nations.
- 1947 New Constitution. Legislative Council now has jurisdiction over the whole of Nigeria and a majority of non-official members. Houses of Assembly set up in each Region.
- 1948 Opening of University College, Ibadan.
- 1949 Establishment of Marketing Boards for Cotton, Groundnuts and Palm Produce.  
Establishment of Regional Production Development Boards,  
Announcement that the University College, Ibadan, is to receive £382,000 for initial capital expenditure on the site under a C.D. and W. scheme.  
Disturbances at the Enugu Colliery, subsequently followed by trouble at Aba, Onitsha and Port Harcourt. Commission of enquiry appointed, with Sir William Fitzgerald as chairman.  
Visiting Mission of the United Nations Trusteeship Council visited the Cameroons and Togoland.
- 1950 Ibadan General Conference on Review of the Constitution.  
Commission appointed to make recommendations for the allocation of revenue to the three Regional Administrations and the Nigerian Government.  
Party of British industrial and trade union experts visited Nigeria to advise on industrial relations.  
Announcement of His Majesty's Government's general acceptance of the Nigerian Legislative Council's recommendations for the revision of the constitution.  
Cocoa Marketing Board's gift of over £1,000,000 to endow the Department of Agriculture at the University College.
- 1951 New Constitution brought into force.  
Country wide elections for new Regional Houses and House of Representatives.  
Council of Ministers becomes principal instrument of policy.  
Principles of revenue allocation to Regions settled.
- 1952 First meetings of the New Regional and Central Legislatures and visit of British Parliamentary delegation to attend the first Budget session of the House of Representatives.  
Visit of the Secretary of State for the Colonies.

## Chapter 3: Administration

### *The Regions*

Nigeria is divided into three Regions known as the Northern Region, the Western Region and the Eastern Region. The boundaries of these Regions coincide with those of the former Northern, Western and Eastern Provinces. The capital of the whole country is at Lagos which falls in the Western Region. The capitals of the Northern, Western and Eastern Regions are at Kaduna, Ibadan and Enugu respectively.

There is a Governor and Commander-in-Chief with authority over the whole country and Lieutenant Governors in each of the three Regions.

The Cameroons under the United Kingdom Trusteeship (see pages 139-40) is administered as an integral part of Nigeria. The Southern Cameroons are administered as part of the Eastern Region and the Northern Cameroons as part of the Northern Region. There is a Commissioner of the Cameroons who administers the Southern Cameroons subject to the authority of the Lieutenant-Governor Eastern Region, and is responsible to the Governor, as far as Trusteeship affairs are concerned, for the whole of the Trust Territory.

### *The New Constitution*

The 1951 Constitution established a Central Legislature and a Council of Ministers for the whole of Nigeria and separate Legislatures and Executive Councils in each of the three Regions.

### *The Council of Ministers*

The Council of Ministers is the principal instrument of policy in and for Nigeria. It consists of the Governor as President, 6 *ex officio* members and 12 Ministers. The *ex officio* members are the Chief Secretary to the Government of Nigeria, the Lieutenant-Governors of the three Regions, the Attorney-General and the Financial Secretary to the Government of Nigeria. Appendix A on page 147 gives the names of Ministers.

### *The Regional Executive Councils*

The Executive Councils of the Regions are the principal instruments of policy in and for the Regions in matters to which the executive authority of the Regions extends. The Lieutenant-Governor of the Region presides in each of these councils and there are three *ex officio* members—the Civil Secretary, the Legal Secretary, and the Financial Secretary of the Region. There may also be up to two official members of each of the councils. The majority of each council is, however, composed of elected members chosen from the respective House of Assembly. Members of Executive Councils are listed at Appendix B, page 147.

### *House of Representatives*

There is a Central House of Representatives which consists of the President, 6 *ex officio* members, 136 representative members elected by the method described below and not more than 6 Special Members, representing interests which, in the Governor's opinion, are not otherwise adequately represented in the House. The 6 *ex officio* members are the same as those who sit on the Council of Ministers. Of the 136 representative members, 68 are chosen by the Joint Council of the Northern Region, 31 by the Western House of Assembly, 3 by the Western House of Chiefs and 34 by the Eastern House of Assembly. Members of the House are listed at Appendix C, page 148.

### *Laws*

The Governor, with the advice and consent of the Central House of Representatives, may make laws for the peace, order and good government of Nigeria.

The Lieutenant-Governors of the Regions, with the advice and consent of the Regional Houses, may make laws for the peace, order and good government of the Regions with regard to a large number of matters such as Agriculture, Education, Town and Country Planning, Public Health and Sanitation, etc.

### *Regional Houses*

In the Northern Region, there are two legislative houses styled the Northern House of Chiefs and the Northern House of Assembly. The Northern House of Chiefs consists of the Lieutenant-Governor as President, three official members, all first-class Chiefs, 37 other Chiefs and an Adviser on Moslem Law. The Northern House of Assembly consists of the President, 4 official members, 90 elected members and not more than 10 special members representing interests or communities not otherwise adequately represented in the opinion of the Lieutenant-Governor.

In the Western Region, there is also a House of Chiefs with the Lieutenant-Governor as President, 3 official members and not more than 50 Chiefs. There is also a Western House of Assembly consisting of the President, 4 official members, 80 elected members and not more than 3 special members.

The Eastern House of Assembly consists of the Lieutenant-Governor as President, 5 official members, 80 elected members and not more than 3 special members.

Members of the Regional Legislatures are listed at Appendix D, page 150.

### *Joint Councils*

There are Joint Councils in both the Northern and the Western Regions. The Northern Joint Council consists of not more than 40 members elected from each legislative house, making a total number of 80 in all. The Joint Council of the Western Region is similarly constituted. While, however, the Joint Council for the North elects members to the Central House of Representatives, the Joint Council for the

in the same way as the exercise of the original jurisdiction of the Supreme Court. As regards area, a Magistrates' jurisdiction was exercised within one or other of the magisterial districts into which the country was divided. In some cases the Magistrate sat on appeal from Native Courts.

Juvenile Courts were established in Lagos and Calabar under an ordinance which follows closely the provisions of the Children and Young Persons Acts. The courts consisted of a qualified Magistrate as chairman, sitting with lay assessors chosen in rotation from a panel. They dealt not only with offenders, but also with children in need of care and protection, and had power to make corrective and other orders for the child's benefit as well as to inflict punishment.

*Native Courts.* The jurisdiction of Native Courts was limited in subject matter and degree according to grade. The limit for money claims ranges from £25 in the lowest grade to the highest grade where there was no limit. All the courts had full jurisdiction in matters relating to native marriage and succession and land. Punishment ranging from a maximum of three months' imprisonment to death might be inflicted according to the warrant constituting each court.

### *Law*

The law applied in the Supreme Court and Magistrates' Courts was that in force in England on 1st January, 1900, as modified by local legislation and by Imperial Acts extending to Nigeria. The courts might apply such native law as was not repugnant to natural justice, equity and good conscience, or to any other law for the time being in force, and had to do so where the parties were natives, unless it appeared that the transaction was one intended to be governed by English law, or was one unknown to native law.

The law administered in a Native Court was the native law and custom prevailing in the area of the court's jurisdiction, together with any subsidiary legislation enacted by a Native Authority, and in force in the same area, and such ordinances as the court might be authorised to enforce by order of the Governor. Muslim law was administered by the Native Courts in the Mohammedan areas of the Northern Region.

### *The Commonest Types of Litigation and Offence*

It is difficult to generalise as the most common types of litigation and offence are not always the same in each Region. On the whole matrimonial causes and land disputes are the most frequent reasons for litigation throughout Nigeria. There tend to be more instances of litigation over marriage dowries, etc., in the Northern areas and a great many more disputes over land ownership and occupation in the East. Offences against the person and offences against property are very common in all Regions and there are also a great many offences against local laws such as traffic regulations and township ordinances.

## POLICE

The Nigeria Police is a Federal Force, responsible for the preservation of the Queen's Peace and the maintenance of law and order throughout the greater part of Nigeria and the British Cameroons.

The Force was commanded by an Inspector-General of Police who was directly responsible to the Governor-General of the Federation for the efficient administration and government of the Force. From his Headquarters in Lagos, the Inspector-General determined the policy to be followed in matters of discipline, welfare and general administration of the Force.

Although the Force was unified under the control of the Inspector-General, it was, for ease and convenience of administration, divided into four Regional commands, each under the control of a Commissioner of Police assisted by a Deputy Commissioner of Police.

### *Central Region*

The Central Region comprised the Federal territory of Lagos, the Southern Cameroons, and the various specialist branches of the Force—the Central Criminal Investigation Department, the Railway Police, the Southern Police College, the Immigration and Passport Control Office, the Central Motor Registry and the Nigeria Police Band. The Commissioner of Police, Central Region, had his Office at Police Headquarters where he worked in close contact with the Inspector-General and acted as his Deputy during the Inspector General's absence.

### *Northern Region*

In terms of territory, the Northern Region was the largest regional command, covering approximately two-thirds of Nigeria, although the establishment of Nigeria Police in the North was less than that of the Central and Eastern Regions. This was due to the fact that in large areas of the North (e.g. Katsina, Sokoto and the greater part of Bornu and Bauchi Provinces) there were Native Administration Police but no Nigeria Police. The Commissioner's Headquarters were at Kaduna, where there were also a Regional Criminal Investigation Division, the Northern Police College and a Regional Refresher Course School. A Regional Motor Traffic Division was administered by a Superintendent whose Headquarters were at Kano. The activities of the Nigeria Police were confined mainly to Kaduna and the eight Provinces of Kano, Zaria, Plateau, Adamawa, Niger, Ilorin, Benue and Kabbia, the Police in each Province coming under the command of a Superior Police Officer. In addition, Superior Police Officers were attached to Native Administration Forces in Sokoto, Kano, Katsina, Zaria, Jos, Bauchi, Bornu, Adamawa, Niger, Ilorin, Benue and Kabbia. With the exception of those at Bauchi and Zaria, who were appointed to command the Native Administration Police Forces, the Superior Police Officers had little control over the Native Administration Police as they were accorded no administrative or disciplinary powers and were employed



to meet local requirements. The system is a three-tier one, comprising County, District and Local Councils—the last getting as near to the individual village as possible. So far three County, twelve District and 187 Local Councils have been set up. The present aim is to bring the whole Region within this system within the next ten years.

Whenever and wherever Native Authority reorganisation occurs, policy is to ensure that the changes are in line with future local government requirements. The changeover from the Native Authority system will then be even less perceptible than it is at present. Such features of the local government system as popular elections are introduced in place of nomination and traditional right at the time of reorganisation. New powers and functions are added to the Native Authority Ordinance from time to time. The essential difference between the two systems is that the new one makes elected councils responsible for running local affairs whereas the old system largely left this to the Administrative Officer.

Most towns are administered in accordance with the Townships Ordinance (Cap.216), exceptions being provided by Lagos and Port Harcourt, both of which are subjects of special ordinances.

In Lagos there was a Town Council elected by adult suffrage and a mayor elected by the Council, which had an all-African membership. During the year, however, Government was obliged to appoint a Commission of Inquiry into the affairs and functioning of this Council. The Inquiry was conducted by Mr. Bernard Storey, Town Clerk of Norwich, who found that in a number of respects the Council had failed to discharge its functions in a manner conducive to the welfare of the town. The Council was subsequently dissolved and the town's affairs were temporarily taken over by a Committee of Management.

Port Harcourt is administered by an elected council with no *ex officio* membership.

Apart from Lagos and Port Harcourt which have the status of First Class Townships most of the towns of Nigeria are either Second or Third Class Townships. The last named comprise most of those Government Stations which are not allied to a sizeable African community and are administered by or under the direction of the senior Administrative Officer of the station. Second Class Townships are administered by an Administrative Officer with the advice of an Advisory Board. The members of these Boards may either be nominated or elected, but in both cases their legal status has to be conferred upon them by the formal appointment of the Resident in charge of the Province. The introduction of the elective principle serves in the Eastern Region as a preliminary to bringing such units into the scope of the Eastern Region Local Government Ordinance either by creating Urban District Councils or possibly by evolving County Boroughs. None such existed in 1952 but it was expected that the first two would be constituted early in 1953.

Its strength was as follows:

*Police Strength, 1954*

	<i>Northern Region</i>	<i>Eastern Region</i>	<i>Western Region</i>	<i>Central Region including Cameroons</i>	TOTAL
Superior Police Officers . . . . .	49	38	31	65*	183*
Secretary-Typists . . . . .	1	—	—	7	8
Inspectors . . . . .	49	52	46	113	260
Rank and File (with recruits)	1,758	2,194	1,383	3,136	8,471
Supernumeraries . . . . .	2	28	3	21	54
Bailiffs . . . . .	5	16	13	5	39
Hangmen . . . . .	—	2	—	2	4
TOTAL NO.	1,864	2,330	1,476	3,349	9,019

\*Includes 1 Chief Officer, Fire Brigade, and 1 Supernumerary Asst. Supt. of Police

*Recruitment*

Recruitment to the Force was difficult. The right type of young man prepared to make the Force his career was difficult to find, owing to the attractions of other employment and the high physical and educational standard required. When suitable recruits were trained, their posting was rendered difficult by the shortage of accommodation. The rapid expansion of urban areas throughout Nigeria necessitates continual increases in establishment, and the strength of the Force was more than 600 under establishment at the end of 1954.

The total number of trained constables who passed out of the Police Colleges (one at Kaduna and the other at Ikeja) during the year was 1,108. In the gazetted ranks, nine expatriate Superior Police Officers were appointed and nine members of the Inspectorate were promoted on trial to the rank of Assistant Superintendent of Police.

*Training*

During the year, 24 Superior Police Officers (including 3 Africans), 4 Inspectors, 7 Non-Commissioned Officers and 1 Constable attended courses of instruction in the United Kingdom. Local courses were also held at the Police Colleges and at the Refresher Course Schools, attendance being as follows:

General Duties Courses for members — 8 Inspectors, 11 Non-Commissioned Officers and 31 Constables.

Inspectorate Promotion Courses for — 142 Non-Commissioned Officers.

Refresher Courses for Non-Commissioned Officers, and Constables — 936 Rank and File.

Driver's Courses for Constables — 7 Constables.

Courses for Native Administration — 485 Yan Doka.

Police Non-Commissioned Officers and Constables.

The three Refresher Course Schools—at Kaduna, Enugu and Ikeja—provided training establishments for serving non-commissioned officers and constables who, during their training, formed a reserve force of 150 men (or three Riot Units) available to supplement the provincial police during emergencies in the Regions. The Government approved the establishment of a fourth Refresher Course School at Ibadan and the construction of this was under consideration.

### *Central Criminal Investigation Department*

The Central Criminal Investigation Department came under the command of a Deputy Commissioner of Police responsible to the Commissioner of Police, Central Region. The department comprised the following Sections:

Administration	Disputed Documents
Investigation	Central Registry of Arms
Records	Central Aliens Registry
Laboratory	Narcotics Bureau
Photography	Fingerprint Registry
Criminal Records Office	

All these Sections came under the direct control and supervision of a Senior Superintendent.

The Investigation Section dealt with difficult and complicated criminal cases and normally acted only at the request of one of the Regional Commissioners, although at times direct action might be necessary upon information received. Except in the most complicated investigations and in prosecutions for fraud, cases were usually referred back, after investigation, to the Provincial Police for prosecution.

### *Regional Criminal Investigation Divisions*

In addition to the Central Criminal Investigation Department, there was a Criminal Investigation Division in each Region. The most advanced of these was in the Eastern Region at Enugu where an excellent laboratory had been established and a large amount of photographic and fingerprint work was undertaken. The Regional Criminal Investigation Divisions at Kaduna and Ibadan were in their infancy, as their development had been delayed through shortage of officers to post to these specialist duties.

### *Fraud*

The activities of the Fraud Squad brought about a marked reduction in the number of complaints of commercial fraud. During 1954 only 170 cases involving £130,143 were investigated, compared with 313 cases involving £173,000 during 1953. It should be noted, moreover, that the majority of cases reported during 1954 arose out of fraudulent transactions carried out during the years 1952 and 1953.

*The Laboratory and Photographic Section*

During the year, six more members of the Force were trained in photography and another three were still undergoing training. Sixty-two 35 mm. Akarex cameras were received for issue to provincial police, and arrangements were made for training in their use and in the developing and enlargement of films.

*The Criminal Records Office*

Thirty-six thousand, six hundred and sixty-three sets of fingerprints were received for search and 5,405 were identified from criminal records during 1954: 15,840 sets of fingerprints were filed, bringing the total number of sets in the collection to 264,130. The single fingerprint collection contained 100,091 prints.

*Crime*

As statistics for 1954 are only available up to the 30th September 1954, comparison is made between statistics for the periods 1st October 1952, to 30th September, 1953, and 1st October, 1953, to 30th September, 1954. These statistics show an increase of 3,226 true cases; the actual figures were 52,014 in 1953 compared with 55,240 in 1954, not including contraventions. Figures for the more common types of crime were as follows:

<i>Types of Crime</i>	<i>1952-53</i>		<i>1953-54</i>	
	<i>True Cases</i>	<i>Cases Detected</i>	<i>True Cases</i>	<i>Cases Detected</i>
Murder	375	226	396	246
Attempted Murder	72	45	86	64
Burglary and House-breaking	6,149	909	6,420	1,050
Stealing (£5 and above)	13,809	3,050	13,892	2,424

The greatest increases in cases of stealing £5 and over, burglary and housebreaking were reported from the following provinces:

Stealing (£5 and above)	—	Onitsha (increase of 97 cases)
Burglary and House-breaking	—	Oyo (increase of 186 cases)
		Cameroons (increase of 97 cases)
		Calabar (increase of 28 cases)

Contraventions showed an increase of 1,514 true cases, i.e. 7,993 true cases compared with 6,479 in 1953.

The following are values of property reported stolen and property recovered:

<i>Year</i>	<i>Reported Stolen</i>	<i>Recovered</i>
1953	£840,001.17.10d.	£116,522.7.4d.
1954	£840,955.14.3½d.	£128,846.7.10d.

*Disputed Documents Section*

The Disputed Documents Section dealt with 225 criminal cases and its advice was sought in six civil cases. The handwriting analyst gave evidence in 65 court cases and was required to give evidence in a further 45 cases which were outstanding at the end of the year.

*Fingerprint Bureau—Central Motor Registry*

During the year, 36,168 searches were carried out, as follows:

(a) Applicants for original professional driving licences.	.	.	5,086
(b) Applicants for duplicate professional driving licences	.	.	3,628
(c) Applicants for renewal of professional driving licences	.	.	27,455

Of these, 137 applications were found to be false.

The Courts suspended 677 licences: the number of convictions recorded totalled 3,608.

The total number of fingerprint forms on record in the Fingerprint Bureau of the Central Motor Registry on 31st December 1954 was 36,415; 4,812 were added to the collection during the year.

*Central Aliens Registry*

The Registry contained complete files on 5,550 aliens.

*Narcotics Bureau*

The approximate weight of Indian Hemp seized by the Narcotics Bureau from 1952 was 276 ounces. The following figures compare the number of seizures made during the past three years:

	No.		No.		No.
1952 . . .	11	1953 . . .	47	1954 . . .	72

In addition to these seizures, a large amount of Indian Hemp was found under cultivation and approximately 15 cwt. was destroyed following the conviction of 14 persons concerned in its cultivation. Fines totalling £700 were paid by accused persons without delay; in one case the accused person was sentenced to a fine of £200 or two years imprisonment with hard labour.

*Motor Traffic*

The work of the Motor Traffic Divisions in all Regions was being extended with the result that the number of offences detected rose and will no doubt rise still higher as more traffic patrols are put on the road. In the Northern Region, where there was increased liaison between the Nigeria Police and the Native Administration Police Forces, the regular examination of commercial vehicles by the Vehicle Inspection Officers of the Nigeria Police was slowly but steadily improving the standard of road-worthiness.

The publication of a Highway Code had little noticeable effect on the driving or road manners of motorists or cyclists, although there were some signs that school children were becoming road conscious pedestrians.

### *Force Communications*

During the year, new police high-frequency radio stations were opened at Minna and Aba and two more mobile sets were put on the road, one in the Western Region and one in the North. Equipment was placed on order for new stations at Yola, Maiduguri and Sokoto in the Northern Region and at Ogoni in the Eastern Region. In addition, approval was obtained for the installation of high frequency sets in two police motor lauches which were to operate from Port Harcourt and Degema. On the 31st December, 1954, the Force high frequency network comprised 22 static stations and seven mobile stations, two of which were in the Northern network, two in the west, and three in the east. An experimental "Walkie-Talkie" set was tested in Lagos and gave very satisfactory results. Eighteen sets were received for use by the police in Lagos and elsewhere.

### *Riots and Disturbances*

There were no serious political disturbances during the year, although civil disorders arose in the Eastern and Western Regions over payment of taxes and in the Northern Region from chieftaincy disputes. A number of affrays arising out of land disputes also occurred in the Eastern Region. Lagos, which had been the seat of political disorders in the past, was quiet during the year but constant police vigilance was necessary during the numerous festivals, conferences and public meetings and during the elections. The morale of the police, who were required to "stand-by" and perform long hours of duty in anticipation of emergency measures, was extremely high. It was increasingly evident that successful police action is dependent on a high standard of mobility in the early stages of possible disturbances and this was being maintained at as high a level as possible.

*Northern Region.* In July, it was necessary for a riot unit from Yola to use tear gas and to open fire to quell a riot which occurred at Karim Lamido in Muri Division of Adamawa Province in connection with a dispute between the Fulani District Head and adherents of the Sudan United Mission at Wurkum. One rioter was killed and two others were injured and, but for the courage and initiative shown by the Assistant Superintendent of Police in charge, an extremely serious situation might have developed. In recognition of their services, the Assistant Superintendent of Police and a Corporal of the Nigeria Police were awarded the Colonial Police Medal for Gallantry.

In March, 1954, Nigeria Police from Makurdi were called to quell a border affray which arose between members of the Egedi Clan on the Idoma/Ogoja Border and a band of unidentified persons from Ogoja

Province. The clash, in which 12 Egedis were injured, arose out of a dispute over river fishing rights.

Following the disturbances which preceded the installation of the new Emir at Bauchi, one riot unit was sent from Jos to Bauchi early in November, 1954. A further unit was sent from the Refresher Course School at Kaduna as reinforcement. Thirty-five persons were later convicted on charges of rioting.

*Eastern Region.* Trouble arose in Ogoja Province in February, 1954, when considerable public resistance was shown against new education rates. After an attack had been made on the Senior District Officer and his escort at Akunakuna, a number of constables and court messengers were detained by members of the Ikwo Tribe and the Nigeria Police from Abakaliki were called to the rescue. A determined attack was made by rioters on the rescue party, which was forced to open fire before order could be restored. Two rioters were killed and three were wounded. One hundred and seventeen arrests were made.

On the 7th May, 1954, an Inspector of Police and six constables arrested four men at Ikot-Ekpene where people of Nbiakpa Ibahasi had threatened Omong Ono villagers during a land dispute. Four arrests were made.

A labour strike occurred on the 12th August, 1954, at Lobe in the Cameroons and the canteen on the Pamol Plantation was looted. A riot unit from Buea arrived by launch on the 15th August and restored order without resort to violent measures. Twenty-two persons were arrested.

A half riot unit of Police from Aba was sent to Eastern Ngwa on the 4th November, 1954, to disperse crowds of women who were damaging Councillors' houses. A further half unit from Umuahia was sent on the 5th November to deal with similar disturbances in Northern Ngwa. On the 6th November, the Police was reinforced by one more unit which enabled them to restore order by the 9th November after 166 arrests had been made.

Women created trouble again on the 3rd December, 1954, at Mbiopong when they gathered outside the Native Authority Treasury. On this occasion, it was necessary for two riot units of Police from Umuahia and Aba to use tear smoke and batons to disperse the crowd. Five ring leaders were arrested and twelve women were later bound over to keep the peace.

*Western Region.* On the morning of the 9th of January, 1954, anti-capitation tax demonstrations took place at Ago Igwa in the Ijebu Province. The Police were successful in containing the situation; 125 rioters were arrested and 116 of them were later convicted.

During the month of January a society called the Aiyepuju Society, formed to resist the payment of tax, virtually set up as the Government in the Egbado Division and in part of the Abeokuta Division. A strong force of Police had to be sent to the affected areas to arrest the ring-leaders of the Society and to re-establish law and order to a degree where Native Courts could function and responsible persons pay their

taxes without fear of reprisals. Twenty-four leaders of the Society were arrested and approximately 800 members of the Society were prosecuted in the Native Courts for non-payment of tax.

There was one major civil disturbance in Benin Province which arose in the Abgor area on the 8th January, 1954, out of public resentment against payment of capitation tax. Twenty-eight persons were arrested.

On the 19th April, 1954, hooligans attacked a meeting of the Oyo Parapo party at a small village outside Oyo. Seven people were injured and had to be sent to hospital for treatment. The Bale of Imielika and 32 other persons were prosecuted and six of them were bound over to keep the peace for six months.

On the 21st May, 1954, at Shaki, some hundred miles north of Oyo, a number of persons were injured and a house was damaged when about 400 rioters assembled outside the Council Hall and stoned councillors as they left the building. Thirty-one persons were arrested and, although spasmodic stoning took place, the presence of the Police was sufficient to restore the situation to normal by the 27th May.

On the 17th June, a further riot took place at Oyo between adherents of rival political parties and the Police were called upon to investigate 25 cases of causing malicious damage, one of unlawful assembly and three cases of assault. The Police were withdrawn on the 23rd June when the situation returned to normal. Trouble was again reported from Oyo on the 9th August, when a further fight took place between the two political parties, who stoned each other. The same political parties caused further trouble at Oyo on the 5th September, 1954, when Nigeria Police had to be sent from Ibadan to restore order. During a riot, which took place before the arrival of the Nigeria Police, 30 persons were injured and 5 were killed; 10 houses were damaged. The findings of the Commission of Enquiry appointed to enquire into the disturbances at Oyo were to be published shortly.

## PRISONS

Prisons in Nigeria are established under the Prison Ordinance (Chapter 177 of the Laws of Nigeria, Section 3) and under the Native Authority Ordinance (Section 78 of Chapter 140). The former establishes Government prisons whilst the latter authorises the establishment of prisons under the Native Authorities in various parts of the country.

### *Government Prisons*

Forty-seven prisons were maintained by the Government during 1954. They were:

#### *10 Convict Prisons*

At Abeokuta, Buea, Calabar, Enugu, Jos, Kaduna, Kakuri, Lagos, Port Harcourt and Warri.

#### *6 Provincial Prisons*

At Bamenda, Benin City, Mamfe, Ogoja, Onitsha and Owerri.



*31 Divisional Prisons*

Aba	Abak	Abakaliki	Ado-Ekiti
Afimpo	Agbor	Ahoada	Aro-Chuku
Auchi	Awka	Badagry	Bende
Degema	Eket	Ikom	Ikot-Ekpene
Ilaro	Itu	Kumba	Kwale
Nsukka	Obubra	Obudu	Ogwashi-Uku
Okigwi	Okitipupa	Opobo	Owo
Sapele	Ubiaja	Uyo	

The number of Persons committed to Government prisons in 1954 was:

<i>Male</i>	<i>Female</i>	<i>Total</i>
33,552	1,754	35,306

and the daily average number of prisoners:

<i>Male</i>	<i>Female</i>	<i>Total</i>
9,281·82	263·27	9,545·09

With the exception of the Buea Convict Prison, all the Government convict prisons are administered by a senior service officer of the Prisons Department. Buea Convict Prison and the provincial and divisional prisons are staffed by members of the Prisons Department but are supervised by administrative officers on behalf of the Director of Prisons.

The divisional and provincial prisons accommodated persons whose sentences were under two years; persons sentenced to more than two years were transferred to the nearest convict prison.

*Native Authority Prisons*

Prisons established under the Native Authority Ordinance accommodated all classes of prisoner irrespective of sentence, although certain cases, for security and other reasons, were transferred to convict prisons under the supervision of senior officers of the Prisons Department.

There were 71 prisons maintained by Native Authorities during 1954, distributed as follows:

<i>Northern Region</i>	<i>Western Region</i>	<i>Eastern Region</i>
64	7	Nil

Native Authority prisons received prisoners committed to them from Native Authority Courts but might also receive prisoners committed to them from Magistrate's Courts and Supreme Courts. Persons committed from Magistrate's Courts and Supreme Courts were regarded as the financial responsibility of the Government and Native Authorities were reimbursed by the Government for the maintenance of such "Government Prisoners" in their prisons. Prisoners committed by Native Authority Courts to Government prisons were maintained in these prisons without charge to the Native Authority. The Director of

Prisons was statutorily responsible under Section 84 of the Native Authority Ordinance for the superintendence of all Native Authority prisons.

### *Prison Staff*

The senior service prison staff of Nigeria was:

Director of Prisons . . . . .	1
Deputy Director of Prisons . . . . .	1
Inspectors of Prisons . . . . .	3
Superintendents of Prisons . . . . .	9
Assistant Superintendent of Prisons . . . . .	8
Technical Instructor . . . . .	1
Principal . . . . .	1
Assistant Principal . . . . .	1
TOTAL	<hr/> 25 <hr/>

There were five vacancies at the end of the year.

There was also a junior service, totalling 120, which included clerks, after-care officers, prison teachers, trade instructors and matrons.

The subordinate warder service, which included all grades of prison warders and wardresses, numbered 1,367.

### *Prisons for First Offenders*

The First Offender prisons—the Open Prison at Kakuri in Northern Nigeria and the Ikoyi Prison which is an annex of the Lagos Convict Prison—were reserved entirely for the accommodation and training of first offenders.

The Open Prison, Kakuri, was the first open prison in Nigeria and was opened in 1953 as an establishment for the training of specially selected long-term first offenders in non-penal conditions. The training given was in building and construction work (the prison was being built by the prisoners themselves), but later training was to be chiefly in agriculture and animal husbandry. There were approximately 200 men already there and when finished the prison should accommodate 500.

First offenders were sent to Ikoyi from the main prison in Lagos and were given full workshop training, except for the short-sentence prisoners who work outside the prison.

### *Other Prisons*

In the other prisons care is taken to separate the various classes of prisoners.

In the small provincial and divisional prisons, where only the simplest form of classification was possible, males were separated from females, unconvicted prisoners from convicted prisoners, and, in some cases, first offenders from other prisoners.

In the convict prisons more detailed segregation was possible. First offenders were housed and worked in separate gangs and recidivists were divided into sub-divisions according to their character, the worst being completely separated from the other prisoners. Unconvicted prisoners were also divided into two groups: those who had not previously been before a criminal court were accommodated and exercised away from those who had been associated with crime in the past.

Young prisoners were specially cared for in Port Harcourt Convict Prison where there was a special wing for them. Similar wings were being organised in the Ikoyi Prison at Lagos and in the Kaduna, Enugu and Jos Prisons.

### *Prison Discipline*

During 1954 prison discipline in all Government and Native Authority Prisons was good. There were no disturbances and it was rarely necessary to resort to the infliction of corporal punishment for prison disciplinary offences. Under the Prisons Ordinance corporal punishment may only be inflicted for mutiny or incitement to mutiny, or for personal violence against a prison officer. The figures for the year were:

<i>Mutiny</i>	<i>Incitement to Mutiny</i>	<i>Personal Violence against a Prison Officer</i>
Nil	12	34

### *Health*

The health of the prisoners was on the whole very good. All prisoners are medically examined on admission and on discharge and regular visits are paid by Medical Officers to the prisons. Prisoners in need of hospital treatment are transferred to the nearest general hospital until such time as they can be treated in prison, when they are returned to complete their sentence.

### *Religious Welfare and Education*

In all convict prisons, in most provincial and divisional prisons and in a large number of Native Authority prisons religious services are held once a week for prisoners belonging to the various denominations. Paid chaplains are attached to the large convict prisons where frequent services and classes of religious instructions are held each week, in addition to other weekly services.

Educational classes were held by paid teachers in the convict prisons and by other suitably qualified members of the Prisons Department. These classes were voluntary, but very popular, and there was an ever increasing demand for books by the inmates; it was hoped before long to extend these libraries to the provincial and divisional prisons. Most convict prisons were equipped with Radio Diffusion and this helped to pass the hours between lock-up and night-fall for those prisoners who were not able to read or who were not taking part in educational classes.

Cinema shows were given as often as possible, depending on the availability of the mobile cinemas in each area. Games, such as football, basket-ball and net-ball were played at week-ends in all the large prisons.

### *Employment and Earnings*

In convict prisons and the larger Native Authority prisons inmates who showed any aptitude, and whose sentences were considered long enough, were employed in the workshops learning trades and hand-crafts which could provide a living after discharge. These trades are carpentry, cabinet-making, mat-making, basket-work, shoe-making, tailoring, brick-making, building and masonry, gardening, printing and weaving; some of these trades were also taught in the larger provincial and divisional prisons.

Building played a considerable part in prison employment. During the year the Prisons Department undertook a large building programme carried out by prison labour, including warders' quarters, accommodation wards in the new open prison at Kakuri and a considerable amount of maintenance work in the smaller prisons. In the smaller divisional, provincial, and Native Authority prisons, employment consisted largely of station clearing or the collection and distribution of water and fire-wood to Government and Native Authority institutions such as rest houses and hospitals.

An earning scheme has been in operation since 1946. This enabled certain long-sentence first offender prisoners to earn a small wage. They were permitted to spend half of their wages on small luxuries, such as fruit and tobacco, and the balance was deposited in a savings box and handed to the wage-earner on discharge. As soon as suitable arrangements could be made this earning scheme was to be extended to other prisoners.

### *Remission*

All persons serving a sentence of over one month were credited with remission of one-third of their sentence for good conduct and hard work. This remission was forfeited for indiscipline and other breaches of prison rules.

### *Borstal Institutions*

There were as yet no proper Borstal institutions and their establishment was still under discussion. The wing of Port Harcourt Prison, referred to above, is called a "Borstal." It is an approved institution under the Native Children Custody and Reformation Ordinance and the Children and Young Persons Ordinance for the detention of those boys who are found to be too unruly or depraved to be kept at the Approved School at Enugu. In 1954 there were 13 boys detained there. The Approved School at Enugu in the Eastern Region was still the responsibility of the Prisons Department but it was hoped that the Social Welfare Department of the Eastern Region would be able to take

it over before long. Eighty boys were admitted during the year and there were 231 in the school at the end of December. The ages of the boys ranged from 9 to 18 years, the school being divided into a senior school and a junior school. Emphasis was placed on training and every effort was being made to treat the boys as normal children.

### *Female Prisoners*

The daily average number of females in prison during the year was 263·27, a very small number in comparison with the male population. The female prisoners were mostly located in the convict prisons and the larger provincial prisons. It was, generally speaking, not possible to train the women in a specific trade as most of them were short-term prisoners; they were however kept usefully employed in sewing, weaving and in the preparation of food. Lady visitors visited most of the convict prisons and their instruction in handicrafts, hygiene and child welfare was much appreciated by the inmates who eagerly looked forward to their visits.

### *After-Care*

After-care of prisoners was undertaken by after-care officers employed by the Prisons Department. These officers were attached to convict prisons, where their work was showing results of increasing importance.

A summary of their activities in 1954 is given below.

Prisoners interviewed . . . . .	8,350
Transport warrants issued . . . . .	1,020
Prisoners given financial aid on discharge . . . . .	1,848
Prisoners given sewing machine . . . . .	1
Discharged prisoners found employment . . . . .	56
Fines collected . . . . .	544

Amount collected . . . . . £3,474.16.1d.

Prisoners repatriated by the Aftercare Officer . . . . .	979
Prisoners given clothing on discharge . . . . .	243
Unconvicted prisoners bailed in consequence of the After-care Officer's work on their behalf . . . . .	230
Prisoners given tools of their trade learnt in prison . . . . .	15

## Chapter 10: Public Utilities and Public Works

### ELECTRICITY

THE statutory authority for the generation, transmission and distribution of electrical energy in Nigeria and the Cameroons under United Kingdom Trusteeship was the Electricity Corporation of Nigeria.

In addition there was the Nigerian Electricity Supply Corporation Limited which had the right to use the water of the Jos Plateau for generating electrical energy for mining purposes. A bulk supply was taken from this company for distribution in Jos, Vom and Bukuru. The African Timber and Plywood Co. Ltd., at Sapele, generated electricity from waste wood fuel and the Corporation bought from this source a bulk supply for distribution in Sapele.

There were numerous small industrial plants scattered throughout the length and breadth of Nigeria which were out of reach of the current activities of the Corporation.

The Corporation had 21 undertakings, eight in the Northern Region, five in the Western Region and six in the Eastern Region, together with one in the Southern Cameroons and one in Lagos, distributed as follows:

<i>Northern Region</i>			
Kaduna	Kano	Katsina	Maiduguri
Plateau	Sokoto	Yola	Zaria
<i>Eastern Region</i>			
Aba	Abakaliki	Calabar	Enugu
Onitsha	Port Harcourt		
<i>Western Region</i>			
Abeokuta	Benin	Oshogbo (under construction)	
Sapele	Warri		
<i>Lagos</i>			
<i>Southern Cameroons</i>			

Statistics of the electricity generated and consumed etc., are given in the table on page 160.

#### *Electricity Tariffs*

Tariffs in all undertakings were as follows:

*Residential*—fixed charge based on floor area, 1s. per sq.ft. per month for first 1,000 sq.ft. and falling thereafter. First 200 units per month at the higher unit rate.

*Commercial*—fixed charge of 3s. per month per 100VA or part thereof of maximum demand. Units to value of fixed charge at higher rate.

*Power Rate*—fixed charge based on KVA MD; 30s. per RVA per month to 10 KVA falling thereafter to value of fixed charge at higher rate. Concessions for off-peak load.

## Electricity Generation, 1954

Under taking	H.T. Voltage	L.T. Voltage	Type of Supply	Frequency C.P.S.	Unit Rates	Installed Capacity	Amount Generated	% of Units sold to Main Class of Consumers			Total No. of Consumers
								Residential	Commercial	Power	
Aba	K.V. 3.3	400/230	AC 3ph	50	2.4/2.0	K W 340	millions 1,050	72.7	20.3	1.3	580
Abakaliki	3.3	400/230	AC 3ph	50	3.0	50	.103	40.7	36.9	22.4	115
Abeokuta	6.6/3.3	400/230	AC 3ph	50	2.4/2.0	940	2,643	28.1	19.4	36.4	2,606
Benin (i)	6.6	400/230	AC 3ph	50	2.4/2.0	330	.395	81.2	17.4	—	586
Calabar	3.3	400/230	AC 3ph	50	2.4/2.0	820	1,272	36.9	33.7	24.9	970
Cameroons	22/3.3	400/230	AC 3ph	50	2.4/1.0	1,470	3,376	10.1	6.8	4.4	386
Enugu	6.6/3.3	400/230	AC 3ph	50	2.4/1.0	3,000	12,048	20.1	9.3	3.7	3,598
Ibadan	11/6.6	400/230	AC 3ph	50	2.4/1.6	5,835	11,247	45.1	31.8	18.4	4,795
Kaduna	3.3	400/230	AC 3ph	50	2.4/2.0	1,210	4,142	38.0	15.6	40.5	1,819
Kano	33/11/3.3	400/230	AC 3ph	50	2.4/1.6	5,830	11,555	32.3	18.9	45.8	4,745
Katsina	2.2	230	AC 1ph	50	4.0	200	243	50.0	27.4	12.5	349
Lagos	11/6.6	400/230	AC 3ph	50	2.4/1.2	18,214	65,792	52.3	13.1	29.3	20,942
Maiduguri	6.6	400/230	AC 3ph	50	4.0	460	.392	63.0	21.1	15.7	338
Onitsha (ii)	6.6	400/230	AC 3ph	50	2.4	330	.356	75.3	16.7	1.5	557
Plateau	3.3	400/230	AC 3ph	50	2.4/1.0	— (iii)	6,363	56.7	22.3	14.8	3,944
Pt. Harcourt	3.3	400/230	AC 3ph	50	2.4/1.0	2,804	5,369	45.7	12.8	33.1	2,535
Sapele	3.3	400/230	AC 3ph	50	2.4/2.0	— (iv)	1,085	73.4	18.0	5.8	638
Sokoto	3.3	400/230	AC 3ph	50	4.0	150	.395	39.6	20.7	32.9	231
Warri	3.3	400/230	AC 3ph	50	2.4/2.0	330	1,186	60.8	20.8	13.8	872
Yola	—	230/0230	DC	—	4.0	75	.238	38.7	27.6	5.5	201
Zaria	3.3	400/230	AC 3ph	50	2.4/2.0	1,042	2,530	49.9	27.8	16.2	1,538
TOTAL						43,430	131,980	44.9	16.0	24.9	52,345

(i) New Undertaking commenced January, 1954.

(ii) New Undertaking commenced March, 1954.

(iii) Bulk Supply taken from Nigerian Electricity Supply Corp.

(iv) Bulk supply taken from African Timber and Plywood.

(v) Includes bulk supply to Cameroons Development Corporation.

(vi) Includes bulk supply to Coal Corporation.

*Developments during 1954*

Work proceeded on the installation of new generating plant, the extension of the distribution net-works and the construction of transmission schemes throughout the Corporation's undertakings.

In particular, work on the construction of the new Ijora 'B' power station at Lagos, with an initial installed capacity of two 12·5 MW sets, on the new Oji River power station, with an initial installed capacity of two 5MW sets, and on the new Kano 'B' power station, with an initial installed capacity of one 2·4 MW set went ahead well. The transmission line between Challowa and Kano was completed and the transmission network to connect Oji River with Enugu and ultimately with Onitsha and the Nkalagu Cement Factory was progressing well.

The scheme for the electrification of Oshogbo, Ede, Ife and Ilesha also progressed; the power station at Erinle River and the distribution networks at Oshogbo and Ede were almost completed by the end of the year.

## WATER SUPPLIES

Urban and rural water supplies were the responsibility of the Regional Public Works Departments and the Federal Public Works Department. Unfortunately the work of investigation for new supplies was hampered in all Regions by the shortage of staff and in the Western Region consultants were called in to undertake the larger schemes. Although very few investigations could be carried out during the year, proposals for several schemes were nearing completion and materials ordered.

Government and Native Administration undertakings continued to operate efficiently throughout the year, delivering a high standard of water to nearly 2 million people.

Further progress was made on rural water supplies, with the sinking of some 87,000 feet of open well.

*Northern Region Waterworks*

Probably the most important development during the year was the connection of the Government residential area at Ilorin to the new water supply, and the closing down of the old works. A very great deal of work was also done at Ilorin in repairing burst pipes and remedying defects of construction.

At Gombe, in Bauchi Province, a 100,000 gallon reservoir was under construction and the site was being prepared for another 50,000 gallon reservoir at Bauchi. The foundations for a 100,000 gallon overhead tank at Maiduguri were almost completed and work also continued on the erection of high level tanks at Sokoto. The reservoir, winch house and ramp were completed at Lokoja.

Pumps and other equipment were installed at various places in the Region and, in all, over 34,000 feet of mains were laid. Plans and estimates were prepared to extension work at Kano, at Okene, and at Zaria.



*Eastern Region Waterworks*

The Public Works Department continued to prepare schemes for both urban and rural water supplies, as outlined in the Government White Paper, but was handicapped by staff shortage. Within the financial limitations certain works were carried out. During 1954 improvements made to existing water works, including the development of new water sources, increased the quantity of urban water supplies from 2.02 million gallons per day to 2.6 million gallons per day—i.e. an overall increase of 210 million gallons during the year.

The main increases were:

	<i>Per Cent</i>		<i>Per Cent</i>
Enugu .	. 80	Calabar	. 30
Aba .	. 50	Onitsha	. 20

These increases were the maximum possible with existing installation but further improvements can be made when the new schemes are implemented.

*Western Region Waterworks*

Work on an extensive programme of new water schemes and extensions to existing installations continued and progress was made on investigations for further undertakings. The work of investigation was limited by a shortage of supervisory staff but this problem was partly solved by the employment of consulting engineers.

Water undertakings were maintained and operated in 13 towns in the Region and the purity of water supplied was generally up to the required standard.

There were four large water schemes under construction; at Oshogbo-Ede, Owo, Remo District, and Ilesha, the scheme at Ilesha being completed during the year.

In addition, small schemes in various provinces were designed and installed for supplies to hospitals, schools, agricultural projects etc.

Water schemes were proposed for the following areas: Ijebu-Igbo and Ago-Iwoye; Ikare; Ado-Ekiti, Iddo Ekiti and Ikare-Ekiti; Auchi-Jaltu; and Ishan Plateau. Investigations and surveys were undertaken in connection with these.

*Lagos Waterworks*

The new 5-million gallon per day filtration plant at the Lagos undertaking was completed and expected to be in service early in 1955.

**BUILDING**

Work on the building programme continued at the same high level as in 1953 but in the Eastern Region it was still restricted by financial stringency.

Several large hospital projects made good progress during the year. In the Northern Region, work proceeded in nearly every province on

general hospitals, and a rural health centre was built at Kankiya. In the Western Region, work continued on the large mental hospital at Aro near Abeokuta and on the general hospitals at Akure and Oyo. In the Eastern Region, good progress was made on the general hospital at Arochuka.

Good progress was also made on the University Teaching Hospital at Ibadan. This very large project was being supervised by the Federal Staff of the Public Works Department. Four of the five-storey ward blocks were at roof level by the end of the year, whilst the students' hostel and some of the Sisters' flats were complete.

Work went ahead on the extensions and modernisation of the secondary schools at Ibadan and Ughelli in the Western Region, Afikpo and Umuahia in the Eastern Region and at Keffi in the Northern Region. At Zaria the building of the Institute of Administration continued and a start was made on the Headquarters for the adult education campaign. Work was also undertaken at the Women's Training Centres at Kano and Enugu and the Elementary Training Centre at Okene.

Work on the Agricultural School at Umuahia proceeded satisfactorily and Rural Education Centres were under construction at Ibadan and Bambui in the Cameroons.

Large public buildings, particularly in Lagos, provided perhaps the most spectacular activity of the Public Works Department during 1954. The new Supreme Court at Lagos was formally opened during the year. The extension to King's College, Lagos was nearly completed and, together with the adjacent Supreme Court, provided interesting examples of contemporary architecture. A large extension to the Secretariat at Ibadan was also completed during the year. Work started on the new airport terminal building at Kano, which has been designed on the most modern lines to cater for the ever-increasing volume of international traffic as well as the air service within Nigeria.

Twenty-seven aerodromes were maintained of which 17 were in regular use. Work continued on the new taxiway at Kano Airport which is adjacent to the main 3,000 yard long runway. Major reconstruction of the main runway at Port Harcourt proceeded rapidly as soon as the weather permitted and it was hoped that this runway would be in operational use by the middle of 1955. Preliminary work was started at Jos Aerodrome in readiness for the extension and tarring of the main runway.

## Chapter 11 : Communications

### SHIPPING

#### *Marine Department*

FOR the greater part of the year the Nigeria Marine was a department of the Central Government but in August an Ordinance was passed by the Legislature creating the Nigerian Ports Authority and the Nigeria Marine became the Marine Department of this Authority.

The Marine Department was responsible for the survey and licensing of all vessels registered in Nigeria and for the administration, hydrographic survey, lighting, buoyage, dredging and maintenance of navigable inland waterways and the ports of Lagos, Forcados, Burutu, Warri, Sapele, Port Harcourt, Abonnema, Calabar, Victoria and Tiko, all of which are used by sea-going vessels.

#### *The Nigerian Ports Authority*

This autonomous Authority was created in September, 1954, when the Ports Ordinance (No. 27 of 1954) received the Royal Assent. In accordance with the 1953 proposals, the Authority is financially self-supporting and provides unified control over all the marine functions formerly carried out by the Railway and the Marine and Customs Departments.

Early in the year, before the actual creation of the Nigerian Ports Authority, a "shadow" Board was set up and a panel of technical advisers arrived in Nigeria to help with the planning. In November all the members of the shadow Board, with some additions, were formally appointed to the Board of the new Authority. The members of the team of technical advisers also became officers of the Authority.

#### *Facilities at the Major Ports*

*Lagos and Apapa.* Berthing facilities consisted of 10 berths for vessels alongside, 10 berths at mooring buoys and 3 pool anchorages. Berths are for ships of varying lengths and drafts.

Railway and crane facilities were only provided at the four berths at Apapa but there was a grab transporter at the Railway Coal Wharf, Ijora. Fresh water is available at all shore berths and by a 300-ton waterboat at moorings and anchorages. Lighterage of cargo was carried out by the various shipping firms in their own interests. The maximum recommended draft for the port was 26 feet.

Towage for ocean-going ships was provided by two large and two small sea-going tugs. The two larger tugs, each of 1,600 H.P., were also being used as salvage and fire-fighting vessels.

The Nigeria Marine Dockyard at Apapa had facilities for carrying out minor repairs and included a floating dock of 3,600 tons capacity. The workshops are up-to-date and were employed to capacity in the

upkeep of Government craft and such commercial craft as it was possible to accommodate. A number of new craft were put into commission, including the new survey vessel *Pathfinder* and two more passenger ferries, *Kite* and *Kelt*. The latter two were built in the United Kingdom and assembled at Apapa. Pilotage for the port is compulsory and 3,581 ships were handled during the year (this includes shifts within the port). Construction of the 5-berth extension at Apapa Wharf, begun in 1951, continued and it was expected that it would be possible to inaugurate the first new berth early in 1955.

*Port Harcourt.* Berthing facilities consisted of five berths alongside one being a coal loading berth by conveyor belt. Buoy berths consisted of one for discharge of petroleum products in bulk and two others in the pool, the latter being inaugurated during 1954. There was also a buoy berth for coasters loading palm oil. Rail facilities were available to the four main wharf berths, but no cranes. Fresh water can be obtained at all wharf berths. There were no towage facilities for ocean-going vessels but one tug was on order and expected to be commissioned about mid-1955.

The Nigeria Marine Dockyard was employed to full capacity throughout the year in the upkeep of Government craft. Pilotage is compulsory from Dawes Island to Port Harcourt and 804 ships were handled. African pilots of the Nigeria Marine were available at Bonny for the lower reaches of the river and they handled 382 ships during the year, including pilotage to Abonema.

*Calabar.* Berthing facilities consisted of berths alongside for three ocean-going vessels but one was demolished during the year as the result of a shipping accident. One buoy berth and three pool anchorages were also available. Vessels could not depend on obtaining fresh water here and there were no towage facilities for ocean-going vessels.

Pilotage was not compulsory but the Harbour Master carried out this duty when required. Two hundred and ten vessels were handled during the year (this includes shifts within the port) and the Nigeria Marine Dockyard was employed to capacity during the year in the upkeep of Government craft and in small new construction.

#### *Facilities at the Delta Ports*

*Warri.* There were four anchorage berths, one with a single mooring buoy.

*Sapele.* Six berths were available with only one alongside, which was operated by the African Plywood and Timber Company.

*Burutu.* Four berths were available alongside wharves operated by the United Africa Company Limited and there was very limited cranes.

None of the delta ports had water or towage facilities for ocean-going vessels. Lighterage was supplied by the shipping firms themselves. The draft of vessels using these ports is governed by the depth of water or Escravos River Bar; it was previously 11 ft. at M.L.W.O.S.T. but in 1954 a new channel over the bar was discovered and buoyed giving an

improved depth of 13 ft. M.L.W.O.S.T. Entrance could also be made through the buoyed channel over Forcados River bar, but here the depth remained at 11 ft. M.L.W.O.S.T.

The Nigeria Marine Dockyard at Forcados was fully employed during the year on the maintenance and construction of Government small craft. Pilotage for the delta ports was not compulsory but local freelance African pilots usually met vessels after crossing the bars in the hope that their services would be required.

### *Victoria and Tiko*

Facilities consisted of one berth alongside at Tiko where the new wharf was opened in 1954, one anchorage in Tiko pool and four in Victoria bay. Fresh water was available at the shore berth in Tiko only. There were no crane or towage facilities for ocean-going vessels.

Pilotage was not compulsory but practically every vessel proceeding to Tiko made use of the Harbour Master who piloted vessels when requested; 164 ships were handled in 1954. The depth of water on Bimbia bar is the controlling factor for drafts of vessels proceeding to Tiko and this was maintained at 12 ft. M.L.W.O.S.T.

### *Major Shipping Lines*

Elder Dempster Lines Ltd., maintained a regular fortnightly mail and passenger service between Lagos, Takoradi, Freetown and Liverpool, and intermediate freight and passenger services between Lagos, other West African ports and the U.K. and Continent. The freight and passenger services also operated between West Africa, Canada and the U.S.A. Other shipping lines operating intermediate freight and passenger services between Nigeria and U.K. and Continent were Palm Line Ltd., John Holt & Co. Ltd., and Holland West Africa Line. Two American lines connected the U.S.A. and most West African ports and there were a number of French, German and Swiss lines calling at Nigerian ports on passage. A French line maintained a passenger service between Lagos and Marseilles. Elders and Fyffes Limited maintained a frequent passenger and fruit cargo service between Victoria/Tiko and the United Kingdom. During the year two Japanese vessels also visited Nigerian ports, the first since 1939.

### *Coastal Services*

The Marine Department maintained a passenger service between Lagos and Port Harcourt, its main purpose being the carriage of coal from Port Harcourt. Various other small coasting craft, mainly operated by Elder Dempster Lines Limited and Palm Line Limited, maintained a frequent but not regular service between Nigerian ports. The Marine Department Service was carried out by two modern colliers each capable of lifting 4,000 tons coal and carrying 8 cabin and 90 deck passengers.

### *Inland Services*

A fortnightly service maintained by the Marine Department between Lagos and Warri, Port Harcourt and Brass, and Port Harcourt and Opobo, was usually fully booked. The United Africa Company and John Holt maintained service between the delta ports and places of call on the Niger and Benue Rivers; it consisted of shallow draft stern wheelers pushing or towing barges as far north as Baro and Garua during high river season. Elder Dempster Lines and the United Africa Company, also ran irregular services on the Cross River as far as Mamfe during the high river season. Inland water traffic in the Cameroons was operated mostly by the United Africa Company and the Cameroons Development Corporation.

### *Ferry Services*

The Marine Department maintained passenger and vehicular ferry services between Sapele and Benin and Onitsha and Asaba and the passenger service in Lagos between Lagos and Apapa. All services were fully occupied during the year. Elder Dempster Lines maintained a passenger and vehicular ferry service between Calabar and Oron. There were also various other irregular ferry services on the creeks and rivers of Nigeria, operated by African-owned canoes powered by outboard motors.

### *Waterway Clearing*

Of the 4,200 miles of navigable waterways in Nigeria controlled by the Marine Department, 2,409 miles were inspected and cleared during the last clearing season. These waterways carry a very large amount of the produce of the country to the various collecting stations, much of it in locally owned canoes.

### *Dredging*

The Nigeria Marine dredgers, *Lady Bourdillon*, *Ibadan* and *Mole* were fully occupied during the year in dredging Lagos Harbour, Port Harcourt and Calabar. It was found necessary during the year to condemn the dredger *Queen Mary* which had more than outlived her usefulness, having been originally built in 1913.

### *Survey Work*

Early in 1954 the Department took delivery of the new survey steamer *Pathfinder*, a very useful addition to the fleet. During the year surveys were carried out of the following areas:

Apapa Crossing	— quarterly
Escravos Bar	— twice
Forcados Bar	
Escravos River	— Rugged Point to Nana Beacon
Sapele/Benin Ferry Crossing	
Lagos Harbour	— Sheet 2

Victoria Beach  
Lagos approaches

— Coast Erosion survey

Further surveys in Forcados, Escravos and Ramos River entrances were also carried out on behalf of Nedeco, the Netherlands Engineering Consultants.

*Buoyage*

During the year the Buoyage vessel *Dayspring* carried out her yearly programme of relieving all the coastal and river buoys.

*Other Developments*

During the year the investigation by Nedeco was completed on the Lower Niger area and their Report was awaited. Work on the investigation of the Upper Niger and Benue River was due to start early in the new year.

*Statistics*

*Vessels Entered and Cleared*

PORT	Entered No.	Cleared No.
Lagos . . . .	1,332	1,315
Port Harcourt . . .	384	382
Calabar . . . .	236	235
Victoria . . . .	159	159
Tiko . . . .	238	239
Warri . . . .	150	148
Sapele . . . .	212	213
Burutu . . . .	223	223
Abonnema . . . .	72	71

*Pilotage*

PORT	Inwards	Outwards	TOTAL
Lagos . . . .	1,247	1,245	2,492
Port Harcourt . . .	403	401	804
P.H. to Dawes Island . .	125	114	239
Calabar . . . .	93	81	174
Victoria . . . .	Nil	Nil	Nil
Tiko . . . .	82	82	164
Degema . . . .	71	72	143

*Dredging*

CRAFT	Total Dredged Tons	Dumped Tons	Reclaimed Tons
<i>Lady Bourdillon</i> . . .	491,505	475,100	16,400
<i>Ibadan</i> . . . .	466,044	247,273	218,771
<i>Mole</i> . . . .	69,605	69,605	—

*Ferry Services*

SERVICE	Passengers Carried	Vehicles Carried	Revenue		
	No.	No.	£	s.	d.
Lagos/Apapa . .	2,561,926	—	16,631	2	6
Sapele/Benin . .	248,467	34,994	14,460	2	4
Onitsha/Asaba . .	240,841	15,714	35,158	8	6

*Colliers*

CRAFT	1st Class Passengers	Deck Passengers	Coal Tons
	No.	No.	
Ajasa . .	129	1,360	141,603
Enugu . .	84	1,013	123,575

*Creek Mail Services*

SERVICE	Passengers Carried	Revenue			Cargo Tons
	No.	£	s.	d.	
Lagos/Warri . .	1,947	3,109	13	2	80
P.H./Brass . .	2,413	1,194	15	3	—
P.H./Opobo . .	679	126	12	6	—

*Passengers*

	No.
Passengers arrived in Nigeria by sea during 1954 . .	5,703
Passengers leaving Nigeria by sea during 1954 . .	5,200

RAILWAYS

*Organisation*

The headquarters of the Nigerian Railway were at Ebute Metta, Lagos. Col. R. B. Emerson, the General Manager, was the chairman-designate and chief executive officer of the proposed Nigerian Railway Corporation, which, it was expected, would be constituted during 1955 to take over the existing Government railway. The heads of Departments were the Chief Superintendent (Operating and Commercial), Chief Mechanical Engineer, Chief Engineer, Chief Accountant, and Stores Superintendent. District officers were stationed at Ebute Metta Junction, Zaria and Enugu. The ports at Apapa and Port Harcourt, which had been under the control of the Railway, were being transferred to the control of the newly constituted Nigerian Ports Authority.

The Nigerian Railway extends over a distance of 1,770 route-miles of 3' 6" gauge and 133 route-miles of 2' 6" gauge. "Limited" passenger trains departed from Lagos on four days each week, providing a service to Kano, Port Harcourt and Jos. In 1955 there were to be five limited trains each week and all will run direct to their destinations, avoiding the necessity for changing trains at Kaduna Junction. A direct service was also to link Port Harcourt and Kano. Other principal stations served are Ibadan, Ilorin, Minna, Kaduna, Kafanchan, Zaria, Makurdi,



Aba and Enugu with connections to Nguru and Kaura Namoda. In addition the railway administration runs an extensive road service in the North, serving Sokoto, Gusau, Birnin Kebbi, Maiduguri and Funtua.

### *Statistics*

The financial year ended 31st March, 1954, produced the best results yet achieved in both revenue and net surplus. Gross receipts amounted to £11,968,000 and expenditure (excluding renewals) to £7,732,000, representing an operating ratio of 65 per cent. The net surplus was £2,735,000.

The number of passengers conveyed during the year was 5,454,000, at an average distance of 65 miles per passenger. Freight tonnage amounted to 2,298,000 tons, the average length of haul being 396 miles. The freight net-ton miles totalled 909,485,000.

### *Rolling Stock*

The arrival of 25 new 'River' Class locomotives during 1954 considerably improved the locomotive position and resulted in a vast increase in monthly tonnages carried during the last quarter of the year. Preparations for the introduction of diesel electric locomotives were taken a stage further and the first unit was expected to arrive in January, 1955. Various rolling stock additions were received.

### *Developments*

The new Lagos Terminus station was already in use but construction work was not expected to be completed until towards the middle of 1955 when it would be formally opened.

The five-year development plan, due to commence on 1st April, 1955, included provision for extensive track-relaying, station remodelling, new locomotive running sheds, rolling stock replacements, and improved train control and signalling.

It was expected that the incorporation of the Railway would enable it to function more efficiently and be better equipped to meet the growing transport needs of Nigeria.

## ROADS AND VEHICLES

The construction and maintenance of roads in Nigeria was the responsibility of the Federal and Regional Public Works Departments.

The mileage of all types of roads in Nigeria and the Cameroons in 1954 was as follows:

<i>Government Maintained</i>	<i>Miles</i>
Bituminous Surface . . . .	1,745
Gravel or Earth; all season . . . .	5,325
Gravel or Earth; dry season . . . .	91

<i>Native Administration Maintained</i>				<i>Miles</i>
Bituminous Surface . . . .	.	.	.	162
Gravel or Earth; all season . . . .	.	.	.	17,016
Gravel or Earth; dry season . . . .	.	.	.	7,273
<i>Township Roads</i>				
Bituminous Surface . . . .	.	.	.	115
Gravel or Earth . . . .	.	.	.	259
TOTAL				31,986

The efforts required to maintain nearly 32,000 miles of roads was reflected in the expenditure, which during 1953-54 totalled £1,600,000 from all sources. Costs per mile varied from over £400 on bituminous roads, carrying the heaviest traffic in the Western Region, to as little as £15 for dry season dirt roads in the Northern Region. Included in the total are 5,555 miles of Trunk Roads "A" which were maintained at a cost of £592,000 representing 17 per cent of the total road mileage and 37 per cent of the total maintenance costs. The total maintenance cost of Government-maintained roads shows an increase of 15 per cent over the comparable figures for 1952-53, an increase which was considered fully justified when related to wear and tear. For example, the number of vehicles licensed during the first quarter of 1954 was 26,100, an increase of 14 per cent over 1953. Petrol consumption showed a remarkable increase of 22 per cent over the previous year. The apparent discrepancy between these last two increases can be accounted for partly by the tendency of transport owners to operate heavier vehicles over longer distances. Bridges built since the Second World War are designed to carry these heavier loads but it will be necessary to strengthen or reconstruct a large number of those built before or during the war. A Crown Agents' Bridge Survey Team started work during the year and surveyed all the bridges on over 1,000 miles of road. It was expected that the survey and design work for the trunk "A" system would take about three years to complete.

Bituminous surfacing of existing or improved roads continued to be given high priority in the capital works programme. During the year 196 miles of new bituminous surfacing was completed on the Trunk Road "A" system at a cost of £373,000. This compared very favourably with 147 miles completed the previous year and was a record. The total expenditure on new construction or improvements to Trunk Roads "A" during the year totalled £1,200,000. This work included the laying of 68 miles of bituminous gravel carpet, twelve feet wide, using for the first time in Nigeria a Barber Greene Mixing Plant and Junior Finisher. Construction was also started on a new suspension bridge to span the Cross River in Eastern Nigeria with a 350 feet long suspended span and three 50 feet steel truss approach spans.

Brief descriptions of other capital works of interest are given below:

*Ikorodu-Ibadan.* When complete the shortest distance from Lagos to Ibadan will be 88 miles compared with 112 miles via Abeokuta. The new work follows an existing road which was being widened and

strengthened together with the bridges to carry two lanes of traffic on a 20 feet wide carriageway. The work was about 75 per cent complete.

*Ijebu-Ode-Benin.* This was one of the major road construction projects which when complete will reduce the distance by road from Lagos to Benin from 326 to 208 miles. Work was virtually finished up to and including the Oni River bridge 38 miles east of Ijebu-Ode. The Oni bridge, comprising nine 50 feet long reinforced concrete spans, was opened by the Minister of Works in December.

*Kwongoma-Kaduna.* This 72 miles of new construction was opened to light traffic. It shortens the distance by road between Lagos and Kaduna by about 120 miles. 650 lineal feet of bridging and 31 box culverts were completed or under construction during the year.

*Gombe-Ture-Numan.* Another important link in the Trunk Road "A" system which will shorten all-season distance by road from Jos to Yola by over 200 miles. Construction was confined to culverts and the completion of 10 miles of new road.

*Yola-Wukari.* Fifteen bridges comprising a total length of nearly 1,700 feet were completed or under construction during the year. The design was completed for a bridge 1,000 feet long to cross the Taraba River.

*Gusau-Sokoto.* Out of the total of 136 miles of existing road to be given a bituminous surface, 56 miles were completed.

*Ikeja Overbridge.* This was the second road-over-rail bridge to be built in Nigeria and was nearly completed during 1954. It consists of two spans, each of 30 feet, prestressed.

### *Cameroons Roads*

Financed from the Cameroons Road Fund, work continued on the reconstruction of bridges and culverts between Victoria and Mamfe and bituminous surfacing between Victoria-Tiko and Kumba. During the year 44 miles of bituminous surfacing and 3,200 feet run of permanent bridging were completed.

### AIR

All government aerodromes were operated and administered by the Department of Civil Aviation. In the following list the aerodromes have been classified according to their use.

*Grade I.* Designated International airports.

Kano

Lagos

*Grade II.* Customs aerodromes used regularly, but with very little traffic.

Maiduguri

*Grade III. Non-customs aerodromes in regular use.*

Calabar	}	shortly to be designated as customs aerodromes
Enugu		
Ibadan		
Jos		
Benin		
Kaduna		
Port Harcourt		
Tiko		
Bida		
Gusau		
Makurdi		
Sokoto		
Yola		
Zaria		

*Grade IV. Aerodromes used occasionally and emergency landing grounds.*

The following aerodromes had limited use only, but were maintained for the reasons given:

- Bauchi — Useful as an alternate to Jos.
- Ilorin — Used only occasionally, but a useful alternative for small aircraft on the Lagos-Kano route. Occasionally used by aircraft of Sudan Interior Mission.
- Katsina — Katsina is the seat of a senior Emir and although the aerodrome was little used it might serve a useful purpose for special flights. Occasionally used by aircraft of Sudan Interior Mission.
- Mamfe — Occasionally used by the West African Airways Corporation, but generally closed during rainy season.
- Minna — Used by aircraft of the Sudan Interior Mission, but Minna is a provincial centre and the aerodrome might be required for special flights.
- Potiskum — Useful alternative for small aircraft on the Kano-Maiduguri route.

The landing grounds at Lokoja, Nguru and Yelwa were used very infrequently, and were mainly kept open for emergencies.

*Scheduled International Services*

*British Overseas Airways Corporation.* London-Lagos, via Kano, 4-6 times weekly in each direction with "Argonaut" aircraft.

London-Accra, via Kano, 3-5 times weekly in each direction with "Argonaut" aircraft.

A once-weekly tourist class service operated with "Argonaut" aircraft on the route London-Kano-Accra-Lagos-Kano-London.

*KLM Royal Dutch Airlines.* To and from Amsterdam and Johannesburg three times weekly in each direction with super-Constellation aircraft.

*Sabena.* To and from Brussels and the Belgian Congo 6-7 times weekly in each direction with DC.6 and DC.4 aircraft.

*Air France.* From Douala to French West Africa via Lagos twice weekly in each direction with DC.3 aircraft.

From Paris and French Equatorial Africa via Kano weekly in each direction with "Constellation" aircraft.

*U.A.T.* The company was operating a route from Paris to Johannesburg with "Comet" aircraft, but this was withdrawn from service early in April. The service no longer operated through Kano. A twice-weekly service between Douala and Abidjan was operated via Lagos with "Heron" aircraft.

*Iberia Spanish Airlines.* Once-weekly between Spain and Spanish Guinea via Lagos with DC.4 aircraft.

*West African Airways Corporation.* To and from Lagos with Dakar once-weekly in each direction with "Wayfarer" aircraft (for a period of six months this service was undertaken with a Dakota on charter from Scottish Aviation).

To and from Lagos and Accra daily with "Dove" and "Wayfarer" aircraft.

#### *Non-Scheduled International Operators*

*T.A.I.* Operated between France and French Equatorial Africa.

*Indamer.* Operated between India and West Africa.

In addition, non-scheduled operations were carried out by Airwork Limited, to and from England, Lagos and Accra, with military service personnel and their families in "Hermes" aircraft.

#### *Internal Services*

During the year the following air services were operated by the West African Airways Corporation with "Dove" or "Wayfarer" aircraft:

	<i>Times weekly in each direction</i>
Lagos-Benin-Port Harcourt. . . . .	4
Lagos-Ibadan-Benin . . . . .	2
Lagos-Benin-Enugu . . . . .	2
Lagos-Port Harcourt-Calabar-Tiko . . . . .	2
Lagos-Enugu-Calabar-Tiko . . . . .	2
Lagos-Benin-Enugu . . . . .	2
Lagos-Port Harcourt-Enugu-Makurdi-Jos-Kaduna-Kano . . . . .	2
Lagos-Ibadan-Kaduna-Kano . . . . .	3
Lagos-Bida-Jos-Kano . . . . .	3
Kano-Kaduna-Gusau-Sokoto . . . . .	1
Kano-Jos-Yola . . . . .	1
Kano-Maiduguri . . . . .	1
Kano-Sokoto . . . . .	1

*Statistics for 1954*

Number of arriving aircraft: 3,087\* (approximately)  
Number of departing aircraft: 3,087\* (approximately)  
Number of disembarking passengers: 14,699  
Number of embarking passengers: 14,771  
Freight handled: 701 metric tons.

\* Including training and test flights.

*Activities of the Department of Civil Aviation*

*Kano.* Early in 1954 the new runway, opened for daylight operation towards the end of 1953, became available for night operation as well, and work commenced on the installation of operational lighting on the taxiway and apron. The foundations of the new terminal building were laid and it was hoped that this building would be completed by the end of 1956.

*Lagos.* The new taxiway was completed and taxiway lighting was shortly to be installed. A Very High Frequency direction-finding installation was brought into operation.

*Calabar.* Work commenced on the construction of new buildings, the completion of which will enable Calabar to be designated as an international airport.

*Oshogbo.* Work was progressing on the reconstruction of the main runway and buildings for use by regular services of the West African Airways Corporation and it was hoped that the work would be completed early in 1955. The installation of telecommunications equipment was likely to cause some delay in bringing the aerodrome into operational use but it was hoped that the Posts and Telegraphs Department would be able to carry out this work by the middle of 1955.

*Port Harcourt.* A new runway to provide for aircraft of similar categories as the Argonauts of B.O.A.C. was under construction and expected to be completed during the first half of 1955. New buildings were also under construction.

## POSTS AND TELEGRAPHS

It was estimated that 85 million postal articles were handled, an increase of 4 million over the estimated figure for 1953.

*Postal Services*

The demand for more postal agencies continued and 73 new ones were opened in 1954. Proposals to open 72 additional agencies had been approved and 120 more proposals were under investigation at the end of the year, when 666 postal agencies were in full operation. Four agencies, Azare, Ifon Mushin and Wamba, were converted to Post Offices.

New Post Office buildings were occupied during the year at:

Aba	Awka	Azare	Baro
Bamenda	Bida	Funtua	Ifon
Jos	Kano B.O.	Lau	Mushin
Wamba	Warri	Yelwa	Yola

and new Post Offices were under construction at:

Benin	Epe	Idah	University College, Ibadan
Iwo	Nembe	Oron	

The total number of Post Offices operating at the end of the year was 155, including three mobile Post Offices.

Private letter box facilities were extended by the initial installation of 522 boxes at 11 offices. An additional 1,028 boxes were installed at 12 Post Offices throughout the country where facilities already existed, but did not meet with local demands.

Thirteen letter posting boxes were issued during the year.

The improvement in the Cameroons Motor Mail Service, as a result of introducing Departmental vehicles for the purpose, was maintained.

Parcels received from overseas increased from 296,619 in 1953\* to 304,451 in 1954, an increase of 2.6 per cent.

In 1954 new despatches were introduced between London and Ibadan, London and Port Harcourt, and Enugu and London.

A road mail service between Lagos and Ibadan was introduced on 1st October, 1954. An additional river mail service on the River Niger was introduced between Lokoja and Agenebode on 17th December.

### Remittances

There was a continual decline in the number of Money Orders issued and paid, as compared with an increase in the total value of orders handled. Details are as follows:

	1953	1954	
Number Paid:	386,559	379,442	1.8% Decrease
Value:	£7,324,877	£7,688,388	4.9% Increase
Number Issued:	395,620	380,270	3.9% Decrease
Value:	£7,378,673	£7,679,967	4.1% Increase

There were increases in both number and amount of Postal Orders issued and paid but the effect of the introduction of the £2 Postal Order

\*In the 1953 report the number of parcels from Overseas was described as "Parcels received from United Kingdom," which was incorrect. The figures for overseas and United Kingdom for 1954 are related as follows:

Received from United Kingdom	250,400
Received from other Overseas Administrations	54,051
<b>TOTAL</b>	<b>304,451</b>

was emphasised by the different ratios of increase. Figures are as follows:

	1953	1954	Increase
Number Issued:	2,171,879	2,184,131	0·1%
Value:	£1,781,967	£1,885,391	5·8%
Number Paid:	1,568,192	1,597,518	1·9%
Value:	£1,287,143	£1,373,575	6·8%

### Telephones

The demand for telephone facilities continued to exceed resources particularly as far as supervisory and planning staff were concerned.

Larger telephone exchanges or extensions to existing exchanges were made in the following townships: Lagos and Ebute-Metta, Uyo, Zaria, Jos, Katsina, Kafanchan, Sokoto, Sapele, Ejinrin, Oyo and Western Region Secretariat (Ibadan), whilst new exchanges were opened at Vom, Ikirun and Mapo Hill (Ibadan). Due to the serious staff shortage it was not possible to complete the many underground cable schemes which would enable these and existing stations to bring in the maximum amount of revenue.

### Telegraphs

The decline in the volume of telegraph and cable traffic handled by the Department was more pronounced in 1954 than in the previous year, the relative figures being 4–6 per cent less in 1954 as compared with 0·51 per cent less in 1953 than in 1952. The decline was attributed to the increased charges introduced in the early part of the year and the improvement in the trunk telephone service offered by the Department. The actual figures were:

	1953	1954	Decrease
No. of cables and telegrams	2,234,000	2,135,000	4·6%

In this service also, staff shortage resulted in development being reduced to a minimum. It was only possible to concentrate on the maintenance of existing services. For this reason certain projects were temporarily suspended to enable stop-gap measures to be taken on the trunk lines, which not only carry the simple single telegraph circuits but in a number of cases carry several carrier and voice frequency telegraphs circuits as well.

Work was in progress on the following trunks:

Oshogbo —	Enugu
Zaria —	Kano
Kaduna —	Jos

### New Telegraph Circuits (Teleprinters)

Kano —	Ibadan
Kano —	Lagos (2nd circuit)
Kano —	Kaduna
Jos —	Kaduna



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# NIGERIA

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Report for the year  
1954

*LONDON*  
HER MAJESTY'S STATIONERY OFFICE  
1958

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*A map will be found facing the last page.*

### *Staff*

Shortages of staff in both the senior and junior service supervising and technical grades continued throughout the year. The recruitment of telegraph engineers proved increasingly difficult and came virtually to a stand-still. In the senior service there were 24 per cent of vacancies in the Engineering Branch and 32 per cent in the combined Postal, Accounts and Stores Branches. The corresponding figure for the junior service was 4 per cent in both branches. In an attempt to complete some of the long-delayed development projects and so release permanent staff for the maintenance of existing service, the recruitment of temporary installation staff was proceeded with, but with only limited success. The overall staff shortages were further aggravated by the fact that there were 44 officers of the Department undergoing instruction in the United Kingdom. Two officers returned from United Kingdom and resumed duty during the year.

### *Development*

A team of postal and engineering officers from the British Post Office arrived during the year to undertake a survey of the Department's activities, and to advise on re-organisation proposals.

The Engineering Adviser, Mr. Summers, completed his survey of the engineering side of the Department in the early part of the year. The arrival of the Postal Services Adviser, Major A. E. Aedy, in May coincided with the appointment and arrival of the new Director of Department, Mr. H. O. Ellis, from Nyasaland, and together they examined the difficulties of maintaining the public services of the Department throughout the country. A joint report was published later in the year, re-organisation proposals were framed and a White Paper covering the policy and re-organisation of the Department was submitted to the House of Representatives. It was hoped that the new scheme outlined in this would solve many of the Department's problems, particularly those of staff.

## *Chapter 12 : Press, Broadcasting, Films and Government Information Services*

### PRESS

As usual, the number of newspapers and periodicals printed in Nigeria during the year fluctuated, but the average number of publications for 1954 was 12 dailies, one twice-weekly, 12 weeklies, and 9 monthly and quarterly publications.

There were no restrictions on the publication of newspapers other than the normal restrictions implied by the laws of sedition and libel.

Statistics of press publications are given in the table overleaf. It should be noted that the only newspapers in Nigeria which issue certified net sale certificates are the *Daily Times* and the *Sunday Times*. In all other cases the circulation figures are estimated.

### *Local Government*

In the Northern Region the process of amalgamation continued, and with the introduction of new legislation by the Regional Government it became possible to vary the type and functions of councils to suit local conditions. The need for training local government staff had long been recognised and a step was taken to this end by the opening, at Zaria, of an Institute of Administration. One of the primary objects of this was the training of various categories of Native Authority officials.

In the Eastern Region, responsibility for local government was, on the 1st October, assumed by the Ministry of Internal Affairs under the direct control of the Premier. Progress in the development of local government on the United Kingdom pattern, in accordance with the provisions of the Eastern Region Local Government Law, 1953, continued. It was expected that by the 1st April, 1955, the Native Authority system would persist in only five divisions of the Region.

In the Western Region, the process of amalgamation and re-organisation which had been going on since 1916 was further continued along the lines provided for in the Western Region Local Government Law, 1953. Under this law, independent district and local councils have been progressively set up to replace existing native authority councils. In 1954, local government councils were established in four Divisions and in Ibadan District, and all-purpose District Councils in four other places in the Region.

In the Southern Cameroons the process of federation continued, particularly in Bamenda Province. The forms of Native Authority ranged from hierarchic to conciliar, depending on tradition and the extent to which it had been possible to introduce democratic forms without destroying the established social system.

### ECONOMIC AND FINANCIAL AFFAIRS

There was continued expansion in the value of overseas trade to a total of some £263 million as against £233 million in the previous year. Prices of produce were generally high, and revenue collections exceeded estimates by a considerable margin. As a result of the changes in the system of revenue allocation, based on the findings of the Fiscal Commissioner and incorporated in the Constitution Order in Council, Regional Governments enjoyed a greater share of revenues collected centrally by the Federal Government. Approximately £27·4 million out of a total Federal revenue of £62·4 million was paid to Regional Governments in the financial year 1954–55, as against £9·9 million out of a total revenue of £50·3 million in 1951–52. The economy of the country expanded and strengthened during the year, owing largely to the continued high prices paid for produce.

Although the economy of the country remains predominantly agricultural, progress continued to be made in the establishment of minor industries. West Africa's first margarine factory was opened at Apapa in February. In the Eastern Region, plans for establishing a cement factory at Nkalagu near Enugu were to be implemented following the

receipt of a report by technical experts. In the Western Region, a rubber factory being constructed for the Western Region Production Development Board near Benin was expected to start processing latex into high grade rubber by the end of the year.

#### DEVELOPMENT SCHEMES

The Ten Year Plan of Development and Welfare, which was initiated in 1945 and revised in 1951, continued: a list of the main schemes being undertaken is given in Appendix F. The Plan was to continue until the 1st March, 1956, when it was expected that the existing system of allocating Colonial Development and Welfare funds would be reviewed. The need for expert advice in economic planning had long been recognised and it was at last possible to obtain the services of a team of experts from the International Bank for Reconstruction and Development who visited Nigeria in 1953. The Mission's Report, which was published in September, 1954, is recognised as a major contribution towards the economic development of the Federation.

The organisation of medical research on a West African basis was carried a stage nearer when a Bill for the West African Council of Medical Research was passed into law at the Budget Session of the House of Representatives in March, 1954. The Council, a body representative of the interests of the four West African Governments and of the United Kingdom, is responsible for conducting and co-ordinating medical research in West Africa, and for the administration of funds for this purpose provided by the participating Governments and Colonial Development and Welfare funds.

## BROADCASTING

In view of the size of Nigeria and the linguistic and cultural differences, the Nigerian Broadcasting Service (N.B.S.) was organised on a regional basis like the B.B.C. Home Service. The national headquarters were in Lagos and there were regional headquarters in Ibadan for the West, Enugu for the East and the Cameroons, and Kaduna for the North. Each regional station broadcast in as many languages as possible and these vernacular broadcasts were being increased. The principal languages used were English, Yoruba (West), Hausa (North), Ibo and Efik (East), and vernacular bulletins and talks were also broadcast in Edo, Tiv, Fulani, Kanuri, Nupe and Ijaw.

*Staff*

The staff at the end of 1954 totalled 297, of whom 252 were Nigerian. Nine of these Nigerians were of senior service rank. There were 14 members of the expatriate staff on secondment from the B.B.C. Of the total expatriate staff, 23 were in the engineering section.

Six Nigerians were sent to the U.K. on study leave, five to the B.B.C. and one on a journalism course at the Regent Street Polytechnic.

In the programme section the number of Nigerians worthy of promotion was increasing and several were ear-marked for senior posts in 1955. During 1954 a Nigerian was promoted to the post of Assistant News Editor at national headquarters.

Owing to the demand for specialists in the world market, it was found impossible to recruit staff for such posts as Technical Instructor, or Editor of the *Radio Times*, or Assistant News Editor. Staff for the less highly qualified technical posts, such as those appointed to Radio Distribution Service stations were less difficult to recruit.

*Transmitters, Buildings and Equipment*

All the planned high-power transmitters were brought into service at Lagos (Sogunle), Kaduna and Enugu. They gave excellent reception all over Nigeria and far beyond. The North Regional programme from Kaduna was heard as far afield as Port Sudan, and the National Programme heard in the U.K., many European countries, Canada, the U.S.A. and Japan. Considerable interference, however, was experienced on all the allotted wavelengths, and propagation conditions in the ionosphere were variable. The year 1954 was the trough of the 11 years sunspot cycle, and conditions were expected to improve gradually over the next two years, causing the long-distance international stations to shift away from those wavelengths allocated to stations in tropical areas (the so-called "Tropical Band").

A medium-wave transmitter was installed at Sogunle to gain experience in the usefulness of medium-waves in covering small, densely populated areas. It had a useful daytime range of ten miles, embracing the whole of Lagos and the suburbs up to Agege. It was clear that at night a higher power would have to be used to counteract the effects

of static and the interference from other stations, some of them in Europe, that shared the same wavelength. A V.H.F. transmitter was brought into service between Broadcasting House, Lagos, and the Sogunle transmitting station as a standby link in the event of the failure of Post Office lines.

A reversible V.H.F. link between Lagos and Ibadan was hired from the Post Office, and proved invaluable in feeding programmes in either direction.

Broadcasting House, Lagos, was completed and became fully operational in April. Expansion of staff and programmes, however, were more rapid than was expected in 1951 when the building was planned and an extension became urgently necessary, mainly in office space for the programme staff. New offices for the news section were completed in Banks Building in Victoria Street, complete with a small air-conditioned studio for the news-readers.

All Radio Distribution Service stations were re-equipped with new consoles and high-output amplifiers supplied to N.B.S. design. Quality of audio output became very high and the power was sufficient to enable the number of subscribers connected with posts and telegraphs at each station to be doubled. The re-equipped stations were: Ijebu Ode, Abeokuta, Port Harcourt, Calabar, Jos, Kano, Katsina and Sokoto.

Work was begun on re-equipping the Zaria and Onitsha Radio Distribution Service stations and a new studio building was opened in Kano. Plans were drawn up for Radio Distribution Service stations in Aba and Ilorin and work was almost completed on the Maiduguri station.

Application was made for a site for a Broadcasting House and transmitting station at Victoria, Southern Cameroons.

Standby diesel generator equipment was provided at all regional studio and transmitting centres and at national headquarters.

Elementary training courses were held for Junior Technical Staff of the N.B.S. at Yaba Technical Institute. A senior course was contemplated, but could not be held as it proved impossible to recruit an instructor, even after advertising in the U.K. for a full year.

Intensive recruitment made it possible to post expatriate engineers to most Radio Distribution Service stations, resulting in a much higher standard of maintenance of plant.

The engineering section of the N.B.S. drew up a specification with Messrs. Phillips of Holland for a robust cheap receiver covering the 31 to 90 metre bands. Two prototypes gave excellent service, and an order for 2,000 was placed. The N.B.S. hoped to retail them, complete with battery, at £5. 5s. each.

A design was also completed for an unattended automatic village Radio Distribution Service set feeding 200 subscribers.

A regular engineering bulletin was started for the information of staff and interested parties in the U.K.

### *Regional Premises*

Work was completed on the regional headquarters at Ibadan and Enugu, which were fully operational. The East regional transmitter site



## *Chapter 2: Occupations, Wages and Labour Organisation*

NIGERIA is predominantly a country of peasant farmers working on land which is normally communally owned. The largest groups of employed are Government servants and the employees in the mining industries. The total number employed in the main industries and services during June, 1954, was 253,073 of whom 1,937 were women. In addition there was a very considerable number working for small employers. Average monthly earnings, hours of work and number employed in the main occupations are shown in the table on p. 9.

### *Unemployment*

In an essentially agricultural country like Nigeria industrial unemployment hardly exists. On the land there is always some form of employment for those who want it and unemployment occurs mainly in the urban areas. The unemployed are chiefly people attracted to the towns who have not acquired skill in any occupation, or young men who are unwilling to do manual work because they have had some education. The latter are mostly school-leavers who have failed to pass the Civil Service entrance examination and are not absorbed by the commercial houses. The lure of clerical employment is a considerable problem and it is difficult to persuade young persons with a little education to take up technical or other occupations which include manual work. The Juvenile Employment Committee, Lagos, organised a series of talks with this object, explaining the opportunities existing in industry, commerce, the Army, the Police, and other types of occupation providing work of a technical nature. With the prospect of further industrial expansion and the new development schemes of the Federal and Regional Governments, it could be expected that opportunities for this class of person would increase.

### *Migrant Labour*

Migrant labour in Nigeria is largely seasonal. There is a fairly continuous trickle of workers drifting from the agricultural areas to the townships, but in many cases the men return to their farming activities after working in the towns for a brief period. In the reverse direction seasonal work such as cocoa harvesting tends to draw unskilled labour from the urban to the rural areas because of the attractive wages offered. The result is that certain urban areas are for some time each year short of labour for work such as road-making and building.

Movement of labour also occurs in the timber industry in Western Nigeria, and in the tin-mining industry in the North to which men travel even from the French territories. None of these migrations, however, had reached a scale requiring any special action.

A special part was played by the News section during the federal elections and for several days the election results were given up to 1 o'clock in the morning. This meant long and tiring hours for the news staff and correspondents all over Nigeria. A series of training lectures on journalism was given by the News Editor to his staff, which proved of great value. The News Editor also conducted a course for Nigerian journalists at University College, Ibadan.

New ground was broken by the introduction of party political broadcasting during campaign time before the federal elections. Those who spoke were Mr. Alvan Ikoku (N.I.P.): Dr. Azikiwe (N.C.N.C.); Chief Awolowo (A.G.); Mallam Aminu Kano (N.E.P.U.); and the Sardauna of Sokoto (N.P.C.).

Proceedings in all Houses of Assembly and in the House of Representatives were covered in nightly reports.

Regional broadcasting showed undiminished vigour. The Northern Region introduced new programmes in Idoma, Igbirra, Tiv, Nupe and Kanuri, consisting of tribal music and a summary of the week's news drawn from the N.B.S. bulletins. Programmes were produced in conjunction with the Adult Education Unit at Zaria, notably a Hausa version of "English by Radio." The Northern Regional programme had the distinction of producing the only humorous programme, the "Radio Clown." A notable outside broadcast was that of the installation of the Emir of Kano. Daily news bulletins were given in English and Hausa as the principal languages, and in Fulani, Kanuri, Yoruba and Ibo as translation-languages.

The Eastern Region carried out broadcasting programmes in vernaculars, but, unlike the other two, it had a number of programmes of European music, both light and classical, for which there was an apparent demand. Outstanding programmes were those features on "The Search for Oil," "The Itu Leper Colony," and "The Enugu Coal Mine." A complete broadcast was made of Pontifical High Mass from the Stadium, Onitsha, during the Marian Year celebrations. The daily East Regional News was broadcast twice daily in English, Ibo and Efik.

The Western Region did most of its broadcasting in Yoruba, although some talks and a Brains Trust were broadcast in English as well. Local music was well represented with music from Hausa, Ibo, Efik, Edo, Itsekiri, Urhobo, Igbirra and Igala and Yoruba groups.

### *Future Development*

A motion was approved in the House of Representatives in March urging the Government to consider converting the N.B.S. into a statutory Corporation. A Government White Paper was approved in the August session of the House of Representatives authorising planning for the Corporation to begin, and laying down a general directive. Certain supplementary sums of money were voted to enable necessary technical expansion to continue, notably the provision of full regional

*Emigrant Labour*

Recruitment of Nigerian labour for work in the Spanish Territories of the Gulf of Guinea, and for the Gabon, in French Equatorial Africa, continued to be carried out in accordance with the provisions of the Labour Code Ordinance (Chapter 99 of the Laws of Nigeria, 1948), by the Anglo-Spanish Employment Agency on behalf of the respective Chambers of Commerce concerned.

Officers of the Labour Department maintained close supervision over the recruiting activities of the Agency to ensure that recruitment was carried out strictly in accordance with the provisions of the Labour Code. The British Vice-Consuls and Labour Officers in Fernando Po and the Gabon were responsible for ensuring that the terms of the agreement entered into by the Nigerian Government and the Governments of the respective territories were fully observed. The agreement regulated wages, conditions of work and the general welfare of recruited labour and their families in the Territories. Satisfactory reports were received about the co-operation of the employing Governments. In the case of Fernando Po it was reported that new regulations had been introduced by the Spanish Government which would confer on Nigerian labour, in common with indigenous labour, benefits (particularly in regard to housing conditions) in advance of those provided for in the agreement.

During the year 5,226 labourers were recruited for Fernando Po and 343 for French Gabon. During the same period 1,985 labourers were repatriated from Fernando Po and 557 from Gabon. Of the labourers repatriated, it is of interest to note that 1,769 from Fernando Po and 470 from Gabon returned after completing two full contracts of service totalling three and a half years, while 118 and 44 from the two Territories, respectively, returned after completing only one contract. The balance of the figures quoted is made up of those labourers who were sent back for various reasons, including sickness and physical unfitness.

**THE LABOUR DEPARTMENT**

As reported on p. 114 labour matters, that is to say, conditions of labour, industrial relations, trade unions and welfare of labour, were on the Concurrent Legislative List in the new constitutional arrangements. The Department of Labour was being retained as a unified department, however, with suitable adjustments to its organization so as to provide necessary technical advice to Regional Labour Ministers in the formulation of policy. A federal Ministry of Labour was being established with the Commissioner of Labour acting as Permanent Secretary to the Ministry.

The work of the Department continued on the same lines as in previous years. It was responsible for the enforcement of labour legislation, the review of employment conditions, the guidance of trade unions, the prevention or settlement of trade disputes and the operation of employment exchanges. In addition, the Department controlled the recruitment

in Lagos in the early part of the year. Extracts from this film were shown in the United Kingdom and elsewhere. Other productions were: *New Industry for Nigeria*, dealing with the opening and operation of the new margarine factory at Apapa; and *Invitation to Wealth*, aimed at explaining to the people the benefits of a census, and particularly successful in the Eastern Region. A film was also made on the presentation of colours to the Nigerian Regiment.

Items from the various cinemagazines which were used by newsreel companies and television in the United Kingdom were the visit of the International Bank Mission, Baby Boko and the Okrika Siamese Twins.

At the end of the year five more films and two more cinemagazines were nearing completion, as well as a 16 mm. Kodachrome film on the Marian Congress, Lagos.

In the Northern Region the production of films designed especially for the people of the Region was started by the Regional Information Services. Working in 16 mm., this Film Unit embarked on the filming of important events for inclusion in newsreels, while equipment was ordered to enable the Unit to produce instructional and entertainment films in the vernaculars.

All the completed films were shown in commercial cinemas in Nigeria, to which they were supplied free, as well as through Information Service mobile cinema vans. Most of these vans were the new type of vehicle built to specifications supplied by the Federal Information Service Cinema Officer. During the year several Native Administrations in the Northern Region took delivery of their own mobile cinemas.

In the Eastern Region there were, in addition to the Information Service units, three mobile cinemas operated by the British Council, one operated by the Production Development Board and one by a commercial oil prospecting company.

It was estimated that the mobile cinema vans were reaching audiences of over 3.5 million people a year.

#### INFORMATION SERVICES

As a result of the acceptance by the House of Representatives of the White Paper on the re-organisation of the Department, it became known as from the 1st April as the Nigerian Information Service. With the introduction of the revised constitution on the 1st October the name was again changed to Federal Information Service. Efforts to re-orient the activities of the Department to conform to the terms of the White Paper, in which special emphasis was laid on the production of pamphlets, on greater overseas publicity and on the expansion of the film production schedule, met with a certain measure of success. Unfortunately efforts were considerably hampered by the inability of the Department to recruit the additional expatriate staff for which provision had been made in the estimates.

#### *Activities of the Department*

Reports from a press-cutting agency showed that Nigeria was getting an increasingly larger amount of space in the overseas press and es-

The establishment of regional Trade Testing Centres was being pursued. A centre was opened in a temporary building in Jos for the Northern Region and, at the close of the year, negotiations were proceeding for the lease of a building at Aba in the Eastern Region.

#### INDUSTRIAL RELATIONS

##### *Trade Unions*

There were 142 trade unions in the country, with a total membership of 155,441 organised in 30 industries, as shown in the following table.

<i>Industry</i>	<i>No. of Unions</i>	<i>Membership</i>
Agriculture and Livestock Production . . . . .	5	14,587
Forestry and Logging . . . . .	4	1,182
Fishing . . . . .	3	221
Coal Mining . . . . .	1	3,278
Metal Mining . . . . .	5	19,336
Crude Petroleum . . . . .	1	235
Stone Quarrying, Clay and Sand Pits . . . . .	1	40
Food Manufacture . . . . .	1	214
Beverage Industries . . . . .	1	68
Tobacco Manufacture . . . . .	1	1,930
Manufacture of Wearing Apparel (except footwear) . . . . .	2	64
Manufacture of Wood . . . . .	1	466
Printing, Publishing and Allied Industries . . . . .	5	1,135
Manufacture of Chemicals and Chemical Products . . . . .	1	367
Manufacture of Metal Products . . . . .	1	150
Manufacture of Electrical Machinery, Apparatus, Appliances and Supplies . . . . .	1	50
Manufacture of Transport Equipment . . . . .	3	2,525
Construction . . . . .	16	5,736
Electricity, Gas and Steam . . . . .	1	273
Water and Sanitary Services . . . . .	2	301
Wholesale and Retail Trade . . . . .	18	1,468
Banks . . . . .	2	269
Insurance . . . . .	1	29
Transport . . . . .	32	31,903
Storage and Warehousing . . . . .	2	455
Communication . . . . .	4	4,325
Government Services . . . . .	9	16,674
Community and Business Service . . . . .	15	47,995
Recreation Services . . . . .	1	20
Personal Services . . . . .	2	145
<b>TOTAL . . . . .</b>	<b>142</b>	<b>155,441</b>

With the assistance of officers of the Department noticeable improvements were made in the organisation of many trade unions. The internal disputes which had been a common feature of the management of many and had seriously diminished their efficiency as organisations, decreased towards the end of the year. Trade Union members, particularly in the larger unions, seemed to be realising the need for stability.

The All-Nigeria Trade Union Federation continued to develop as an effective body and had about 39 affiliated unions, with a total membership of about 95,000. At its Annual Conference the Federation passed

a resolution declining affiliation, at that stage, with any international trade union organisation.

The financial affairs of the unions and the rendering of proper annual accounts to the Registrar, as required by law, were two problems demanding close attention by the majority of unions. In tackling these and other problems, officers of the Department continued to guide and assist the trade unions.

### *Joint Consultation, Wage-fixing Methods and Trade Disputes*

A total of 54 industrial disputes were dealt with during the year, of which 34 resulted in strike action involving 15,238 workers. Officers of the Department intervened at one stage or another in nearly all the disputes and assisted the parties concerned in settling their differences. In a few cases it was necessary for the Commissioner of Labour to invoke the provisions of section 3 (i)(c) of the Trade Disputes (Arbitration and Inquiry) Ordinance by appointing conciliators to assist in their settlement.

In the case of a trade dispute between the Nigerian Mining Employers' Association and their employees, represented by the Nigerian African Mineworkers' Union and the Northern Mineworkers' Union, it was not possible to resolve the points of difference by conciliation. The matter was, therefore, referred to a board of enquiry consisting of a Judge of the Supreme Court of Nigeria as chairman and two assessors. Later the parties agreed to refer wage claims to arbitration and the Commissioner of Labour appointed as arbitrator Professor J. H. Richardson of the University of Leeds. The arbitrator's award was accepted by all the parties concerned.

Altogether 31,778 man-days were lost through stoppages of work.

There was a further extension of joint consultation during the year and a greater readiness on the part of trade unions and employers to settle grievances by mutual agreement. This was reflected to some extent in more stable labour relations.

The three National Whitley Councils, for Senior Civil Servants, Junior Civil Servants (clerical and technical), and for industrial workers employed by the Government, functioned satisfactorily during the year. These councils ceased to operate in October, 1954, but discussions were taking place between the official and staff sides regarding the establishment of similar machinery to cover the Regional and Federal Services under the new constitution.

Arising from the report of the board of inquiry into the dispute in the tin mining industry in Northern Nigeria referred to above, a Joint Industrial Council was established to serve the industry and was expected to hold its first meeting in January, 1955. Similar machinery was established for the Coal Corporation at Enugu, Eastern Nigeria, and for the Electricity Corporation of Nigeria. In the case of the Nigerian Coal Corporation the schemes for joint consultation with the Coal Miners' Union were working out very satisfactorily towards the end of the year.

A long list of the Union's grievances had been left untouched when the Corporation withdrew its recognition of the union in 1952, but by the end of 1954 many of them had been discussed and agreement reached on several issues at the Joint Industrial Council level.

The pattern of wage-fixing methods in various occupations and industries did not change materially during the year. Voluntary collective bargaining between trade unions and employers was encouraged by the Government. Provincial Wage Committees and Regional Wage Committees continued to deal with wage claims of Government daily-paid labour, except in the Western Region where the Government announced that with effect from 1st October, 1954, a minimum wage of 5s. a day would be paid to daily-paid labour employed by that Government. The Governor-General in Council had power to fix minimum wages for occupations where wages were unreasonably low. Similar powers were also vested in the Governor-in-Council in each Region. A few trades and occupations, particularly in the Federal Territory of Lagos, were covered by such Orders.

#### LABOUR LEGISLATION

No new labour legislation of any importance was enacted during the year. Under the new Federal constitutional arrangements of 1st October, 1954, labour matters, i.e. conditions of labour, industrial relations, trade unions and welfare of labour, were on the Concurrent Legislative List. It was, therefore, necessary to adapt existing labour legislation so that certain powers hitherto exercised by the Governor (now Governor-General) and the Commissioner of Labour could be exercised in the Regions by Regional Governors. This was effected in the Adaptation of Laws Order, 1954.

The Labour Code (Communal Labour—Western Region) Order-in-Council, 1954, was enacted during the year. This Order conferred on the newly established Local Councils in the Region the same powers as were vested in the Native Authorities by section 120 of the Labour Code Ordinance.

#### SAFETY, HEALTH AND WELFARE

The Factories Bill continued to await presentation to the House of Representatives, but in the meantime much exploratory work went on. Several firms voluntarily agreed to report any accidents of a serious nature to the Department and in many cases these were investigated and advice given to employers for the prevention of similar accidents. The help given by the Department's technical staff, particularly in the case of two fatal accidents, was greatly valued. Despite the increasing industrialisation of the country, the accident rate appeared to be low. With increasing mechanisation, however, more risks will no doubt be introduced. The Department kept a close eye on new installations and processes, although it had not, as yet, any legal backing for such advice

and assistance as it could give. However, even though there was no statutory compulsion, it was encouraging to note that an increasing number of private firms and Government Departments approached the Labour Department for technical information and advice on safety measures.

Cases of industrial diseases were rare, but there were a few cases of lead poisoning, and suspected cases of pneumoconiosis which appeared to be due to the inhalation of dust and cotton fibres.

Welfare conditions continued to improve, particularly in the larger establishments and estates. Most employers seemed to recognise that the welfare of the workers is a paying investment. Some excellent canteens were opened by employers during the past year, serving a variety of hot foods and catering for most tastes. Many of these were paid for by the employers and run by the workers themselves. Increasing attention was being paid to the provision of good first-aid facilities and more and more workers were being trained in first-aid.

### *Compensation for accidents*

The arrangement whereby all workmen's compensation cases arising in Government Departments were reported to, and dealt with, by the Labour Department continued.

A statistical summary of Government cases dealt with during the year is given below:

	<i>Fatal</i>	<i>Non-fatal</i>	<i>Total</i>
Cases brought forward from previous year	24	191	215
Cases reported . . . . .	31	541	572
<b>TOTAL</b>	<b>55</b>	<b>732</b>	<b>787</b>

### *Cases completed during the year:*

	<i>Fatal</i>	<i>Non-fatal</i>	<i>Total</i>
Liability admitted . . . . .	22	488	510
Liability not admitted . . . . .	2	8	10
<b>TOTAL</b>	<b>24</b>	<b>496</b>	<b>520</b>

### *Amount disbursed:*

Fatal . . . . .	£3,893 11 6d.
Non-fatal . . . . .	7,498 17 3½d.
<b>TOTAL</b>	<b>£11,392 8 9½d.</b>

One hundred and thirty-one of the non-fatal cases resulted in no liability, but the workmen concerned received sick pay and periodical payments during their temporary incapacity.



When the second World War began in 1939, the Nigeria Regiment, as part of the Royal West African Frontier Force, was trained in local defence and expanded from five Battalions to 13.

The Regiment provided a Brigade to fight in East Africa where it took part with East African troops in the advance from Mogadishu in Italian Somaliland to Harar in Abyssinia. After the fall of France the Regiment had the task of protecting Nigeria from possible incursions from surrounding French Territory. In March, 1943, the 81st West African Division was formed, to which the Regiment contributed four Battalions and Service Units. Towards the end of 1943 the 82nd West African Division was formed, to which the Regiment contributed six Battalions and Service Units.

After the 81st West African Division arrived in Burma, the 3rd Nigerian Brigade joined General Wingate's Chindit Force and fought in Central Burma. The rest of the Division fought in the Arakan and constructed the remarkable "West African Way" into the Kaladan valley where it saw much service. In September, 1944, the 82nd Division went to Burma and first saw action in December in the Arakan. The two Divisions eventually met at Myohaung on 24th January, 1945. This is celebrated by the Royal West African Frontier Force as a Remembrance Day. When the Burma campaign was over, the men returned to Nigeria and formed the basis of present Force. Of officers and men of both Divisions 19 won the D.S.O., 51 the M.C., 17 the D.C.M., and 100 the M.M.

Between 1945 and 1948 the Force was re-organised. In 1954 the Nigeria Regiment consisted of five Infantry Battalions, one Battery of Field Artillery and the Regimental Training Centre. In addition there was an Independent Field Squadron of West African Engineers, and the Nigeria Signals Squadron. They were supported by a Works Services Organisation, a Company of the West African Army Service Corps, two Military Hospitals, a Command Ordnance Depot and Sub-Depot, two Command Workshops, four Provost Sections, Education and P.T. Pools, a District Pay Office and a Records Office. All these units formed part of the Royal West African Frontier Force, administered by West African Command at Accra. The Headquarters of the Nigeria Command was at Lagos and there was a Sub-District Headquarters at Kaduna. The military stations were Lagos, Ibadan and Abeokuta in the Western Region, Enugu in the Eastern Region, and Kaduna and Zaria in the Northern Region.

Recruits were obtained from all Regions, reporting first to District Officers. They were sent to enlistment centres for careful scrutiny and documentation and received their basic training at the Nigeria Regiment Training Centre, Zaria. They then did continuation training with the Service Battalion or Corps for which they were best suited.

The British Officer Cadre was formed from Regular Short Service and National Service Officers posted for service from the British Army. The normal tour was three years, three months in West Africa, with three months' leave in the United Kingdom after 18 months. Every

effort was being made to provide an increasing number of Nigerian officers. They received their training at the Royal Military Academy, Sandhurst, Officer Cadet Schools in the United Kingdom, or the Officers Training School in the Gold Coast.

The training of the Force was the responsibility of the General Officer Commanding Nigeria District and his Unit Commanders, under the orders of the G.O.C. in C. West Africa. Courses in military subjects were available at schools in the United Kingdom and at the Command Training School, Teshie, Gold Coast, for officers and non-commissioned officers. Physical training and weapon training courses were also run within the District.

## Chapter 14 : General

### ANTIQUITIES

DURING 1954 the permanent museum for Nigerian antiquities was under construction in Lagos. Work on the Ife Museum was completed and it was opened to the public.

An important archaeological discovery was the finding at Birnin Kudu in south-east Kano Province of rock paintings, probably dating from the late stone age, depicting humpless long-horn cattle. These were the first rock paintings to be found in Nigeria.

Further terra-cottas belonging to the so-called Nok culture were found. These included a head 14" high, discovered at Nok itself, in south-east Zaria Province, which was the largest and finest yet found. At the Middle School at Katsina Ala in Benue Province an important series of figurines were unearthed during building operations, close to the site of a smaller find made in 1951. Two new sites with terra cottas were discovered at a mine near Jemaa and a barrow pit on the Jos to Wamba road.

### ARTS

*The Northern Region Festival of Arts* was opened by Lady Sharwood-Smith on 4th February, 1954, in Kaduna, at a ceremony which was attended by distinguished men and women from all parts of the Region. The exhibition, which was held for a week, contained numerous examples of art and craft work assembled from all over the Region and skilfully mounted in the Community Centre. There were some excellent textiles and many fine examples of embroidery. The metalwork and carving sections displayed these traditional craft at their best and the fibrework exhibits made a very good showing. There was a great deal of good leatherwork and a section was devoted to jewellery, musical instruments, toys and models. An encouraging example of clever engineering was the Trade Centre quarter-sized model of a railway engine's wheels which rotated when a penny was placed in a slot. The art section produced a larger number of paintings and photographs which were greatly admired. In the music and drama parts of the Festival there were recitations, mimed plays, songs, displays of dancing and broad-

cast talks, in all of which a number of talented artists competed. Prizes were awarded for poems, short stories and plays in the literature section, where a high standard was set.

*The Eastern Region Festival of Arts* was held in Enugu between the 8th and 13th March, 1954, and showed a considerable increase in the number of entries over the previous year: 357 were received, largely in the art, craft and music sections. Several silver cups were donated for presentation but, in order to maintain a really high standard in the competitions, only four were awarded. A well-attended concert, in which both African and European soloists and the Enugu Police Choir took part, was held during the week and the Festival concluded with two dancing competitions followed by the presentation of awards.

#### THE BRITISH COUNCIL

##### *Western Region*

By the end of the year there was a membership of 1,274 at the British Council House, Ibadan, the highest membership of any British Council Centre in West Africa. Approximately three quarters of the members were African and the remainder were British people living and working in Ibadan.

The library continued to be one of the most popular facilities provided by the British Council in the Western Region. Over 550 new books were added during the year, bringing the total up to over 1,500 volumes, and the reading room contained over 60 British newspapers and journals of all descriptions.

Both at the Ibadan Centre and among the British Council Groups, regular programmes of monthly activities were arranged, consisting mainly of lectures, filmshows, debates and discussions. Among the exhibitions arranged at the British Council House, Ibadan, were the Arts, Crafts and Photography Exhibition of the Western Regional Festival of the Arts in April, and an exhibition of Crafts and Produce organised by the Co-operative Union of Western Nigeria in November.

Lectures and film shows were given by the British Council to many schools, training colleges and other institutions throughout the Region.

During July, a programme of illustrated talks and lectures was arranged, designed to provide an introduction to life in Britain for Nigerians going to study in the United Kingdom. This was becoming an increasingly important aspect of the Council's work.

##### *Eastern Region*

The British Council maintained a Regional Office and Centre in Enugu, with groups in Aba, Calabar, Onitsha and Port Harcourt. The groups had no paid staff, but their activities included film shows, lectures, debates, study groups etc. The British Council annual conference was held in Enugu in March and was opened by Dr. the Hon. Nnamdi Azikiwe. Apart from the normal activities an innovation was a successful exhibition of the carvings of Mr. Felix Idubor, a Benin sculptor; it was believed that this was the first of its kind in the Region.

## Revenue

The total revenue was considerably higher than estimated. Due to the continued increase in the volume and nature of both imports and exports, customs and excise receipts again reached record levels. The yield from customs and excise duties of over £42 million accounted for more than 66 per cent of the total revenue. Direct taxes, comprising income tax on companies and individuals, brought in over £6.5 million, representing 10 per cent of total revenue, and mining royalties produced more than £1.2 million, a little more than 2 per cent of the total revenue. Collections under these main heads from 1951-52 to 1953-54 were:

	1951-52	1952-53	1953-54
	£	£	£
<i>Customs and Excise</i>			
Import duties: tobacco		3,165,750	3,379,016
Import duty: motor spirit	16,703,790	1,184,137	1,408,545
Import duty: other		12,256,802	16,058,182
Export duties	12,603,964	14,060,786	17,770,040
Excise duties: tobacco		3,013,617	3,242,963
Excise duties: other	2,602,656	54,323	123,100
Fees and Penalties	196,076	213,025	122,642
<b>TOTAL</b>	<b>32,106,486</b>	<b>33,948,440</b>	<b>42,104,488</b>
<b>Direct Taxes</b>	<b>6,776,644</b>	<b>7,212,299</b>	<b>6,608,756</b>
<b>Mining</b>	<b>1,564,935</b>	<b>1,631,178</b>	<b>1,280,944</b>

A new system of revenue allocation was introduced on 1st October, 1954, in implementation of recommendations made by a Fiscal Commission set up in 1953 to consider the financial relationship between the Federal and Regional Governments consequent upon the introduction of the revised constitution. This system provided for an increased measure of financial autonomy for the Regions and the Southern Cameroons by extending the list of subjects in respect of which they might raise and retain revenues. After retaining the reasonable requirements of the Federal Government, the revenue raised and collected by the Federal Government was to be disbursed to the Regions in the form of statutory grants according to formulae based, as far as is practicable, on the principle of derivation. Some 50 per cent of the revenues from customs and excise duties were to be allocated to the Regions in this way. Individuals' income tax, other than that collected in Federal territory, was to be allocated to the Region to which it was attributable, and all mining royalties were to be allocated to the Region from which they derived. The change-over to this new system of revenue allocation was taking place smoothly and without undue difficulty.

Revenue derived from stamp duties in 1953-54 amounted to £97,712. Of this £73,258, or 74 per cent, was collected in Lagos, the largest commercial centre, where the number of documents stamped during the year was 20,768. The Nigeria Stamp Duties Ordinance, under the provisions of which this revenue was collected, was largely based on the

<i>Eastern Region</i>		<i>Western Region (cont.)</i>	
Onitsha . . . . .	60,000	Ife . . . . .	111,000
Port Harcourt . . . . .	45,000	Ilesha . . . . .	72,000
Enugu . . . . .	40,000	Lagos . . . . .	272,000
Aba . . . . .	63,000	Abeokuta . . . . .	82,000
Calabar . . . . .	46,000	Benin City . . . . .	54,000

## CLIMATE

The climate of Nigeria is affected by two main wind currents; one from the north-east or east, and one from the south-west. The line of demarcation between the north-easterly and south-westerly wind currents on the surface lies mainly east-west, generally across the extreme south of Nigeria in January and February, moving well to the north of Nigeria in July and August, although it is subject to considerable short-period fluctuations. The north-easterly wind current or harmattan is very dry, and normally gives cloudless weather with low humidity, cold nights and mornings and very often dust haze. The south-westerly current is very moist, and when it prevails in sufficient depth it gives cloudy weather, frequently with afternoon and evening thunderstorms or line squalls and periods of monsoon rain near the coast and periods of mist in the early mornings.

Nigeria may be very roughly divided into five main climatic regions, as follows.

The Coastal Belt extending some 50 miles inland from the coast, is hot and humid with a high rainfall. Temperatures range between 70° and 75°F in the early morning throughout the year, and mainly between 80° and 90°F in the afternoon, with a marked cool season from June to September. Relative humidity is normally 100 per cent in the early morning, falling to between 60 per cent and 80 per cent in the afternoon. There are usually south-westerly winds from mid-morning to evening, light in January but becoming stronger in July and August, and light northerly winds in the night and early morning. Rainfall varies from 60 inches a year in the west to 130 inches in the east; in the west there is a principal wet season from May to July, with a secondary wet season in October, but towards the east these seasons gradually merge into a single wet season from May to October. Visibility is normally good, but there are periods of early morning fog or ground mist, especially in January and February. At some periods during January and February the dry north-easterly wind current reaches this region, giving less humid conditions, cooler mornings and general haziness.

The Hinterland comprises the remainder of the Eastern and Western Regions and there the climate is drier, with more seasonal variations and a more moderate rainfall. Temperatures average about 70°F in the early morning while afternoon temperatures vary from 90°—95°F in February to April to 80°—85°F in July and August. Relative humidity is mainly between 90 per cent and 100 per cent in the early morning, falling in the afternoon to about 50 per cent in January and February, and to 75 per cent in July and August. Surface winds are mainly south-westerly, strongest in July and August, but from December to Feb-

	Revenue 1953-54 £
Mining . . . . .	243
Earnings of Government Departments and Revenue from Government Property . . . . .	155,924
Interest . . . . .	32,918
Reimbursements . . . . .	77,728
Miscellaneous . . . . .	344,669

The heads of expenditure in excess of £50,000 were as follows:

Head	Expenditure 1953-54 £
Administration . . . . .	287,061
Agriculture . . . . .	124,195
Education . . . . .	1,765,521
Forestry . . . . .	87,006
Legislation . . . . .	71,222
Medical Services . . . . .	761,385
Miscellaneous . . . . .	850,514
Police . . . . .	575,473
Public Works Recurrent . . . . .	410,646
Public Works Extraordinary . . . . .	400,130
Subventions . . . . .	579,829

### Eastern Region

For the financial year 1953-54, revenue amounted to £5,347,640 of which £4,398,073 accrued to the Region from payments and grants made by the Central Government. Expenditure amounted to £4,736,478, thereby giving a surplus of £611,162.

The balance sheet as at 31st March, 1954, showed an excess of assets over liabilities of £1,422,284.

The sources of Regional revenue were:

	Revenue 1953-54 £
Payment of Grants from Central Govern- ment . . . . .	4,398,073
Licences and Internal Revenue . . . . .	184,658
Fees . . . . .	66,452
Rent of Government Property . . . . .	157,009
Reimbursements . . . . .	140,095
Miscellaneous . . . . .	164,225

The heads of expenditure in excess of £50,000 were as follows:

Head	Expenditure 1953-54 £
Administration . . . . .	387,220
Agriculture . . . . .	106,023
Education . . . . .	1,785,160
Forestry . . . . .	52,836
Land . . . . .	55,986
Medical Services . . . . .	701,690
Miscellaneous . . . . .	235,846
Police . . . . .	512,424
Public Works . . . . .	146,930
Public Works Recurrent . . . . .	274,755
Subventions . . . . .	123,141
Treasury . . . . .	61,304

70 per cent in August. Surface winds are mainly south-westerly from April to October, strongest in July, and north-easterly from November to March, strongest in January. Rainfall varies from 50 inches a year in the south to 25 inches in the north, falling in a season which lasts from May to October in the south, and from June to September in the north. Visibility is poor, especially in the north, in periods from December to March or April, owing to dust haze.

The Plateau, an area near the middle of the Northern Provinces which lies above 2,500 feet, shows significant variations of climate, being generally cooler and less humid, with a rather higher rainfall. Morning temperatures at Jos, in the middle of the area, are 57°F in December and January rising to 66°F in April and May, whole afternoon temperatures vary from 88°F in April to 75°F in August. Early morning humidity is 35 per cent in January rising to 95 per cent from July to September, falling in the afternoons to 15 per cent in January and 75 per cent in August. There is normally about 60 inches of rain during the year.

#### METEOROLOGICAL SERVICES

The West African Meteorological Service is responsible for the provision of meteorological data for the operation of aircraft and for Government departments and the public generally.

It also has the duty of organising meteorological observations in Nigeria, and the collection, collation, distribution and publication of these observations. It operates 27 full-time observing stations in Nigeria, mainly working on a 24-hour basis, and forecasting offices at Kano and Ikeja. It equips, supervises and collects and publishes the observations from a number of climatological and agricultural stations, and some 600 rainfall stations, which are maintained directly by other departments or bodies.

## *Chapter 2: History*

#### EARLY HISTORY

NIGERIA has been described as an "arbitrary block of Africa." Its ancient history is largely lost in the mists of legend and little accurate data are now available. The interior first became known to Europeans in the first half of the nineteenth century. All that can be stated with certainty is that at this time the open country was, and had been for a considerable period, inhabited by peoples of Negroid and Berber stock. In many parts of the forest zone, on the other hand, there dwelt a number of negro tribes with a more primitive social organisation and a lower standard of life. There were also such tribes on the Bauchi Plateau, these probably being part of the original inhabitants of the territory who took refuge in this broken hilly country when successive waves of conquerors pressed their fellows southwards to the sea.

At the time of European penetration of the country the tribes with the most advanced social and political organisation were the Yorubas and the Binis in the south and the Hausa, Fulani, Kanuri and Arab tribes in the north. Tribal tradition holds that the Yorubas originated in Ile-Ife, where God first created man, and although the extent of the territory under the direct control of the Oni of Ife was seriously curtailed in the nineteenth century Yoruba civil wars, Ife is still recognised as the spiritual headquarters of the race and the Oni enjoys a position of peculiar influence as the custodian of the tribal relics. What is certain is that the Yorubas were established in the territory they now occupy at a fairly early date. Their precise origin is not known, but ethnologists have thought it probable that they were not of negro blood, having acquired their present physical characteristics largely by inter-marriage with the indigenous negro population.

Up to the beginning of the nineteenth century, the Yoruba kingdom occupied a large area which may at one time have extended from the Niger as far even as Accra and thus have included the greater part of what is now Dahomey. Certainly tribute was collected from Dahomey until as late a date as 1817. Over this wide area, occupied by a number of different clans founded by descendants of Oduduwa, the first Oni of Ife, the Alafin of Oyo had probably risen to a position of practical suzerainty which he exercised with a varying degree of success over a long period. The nineteenth century, however, saw the complete disintegration of the Yoruba Kingdom. Trouble with the Fulani to the north resulted in the sack of Oyo and the establishment of a Fulani emirate in what had been one of the richest of the Yoruba provinces. Central authority, probably never very strong, collapsed and the Yoruba clans entered on a period of civil war which, fanned by necessity of meeting the insatiable requirements of the lucrative slave trade, was to last intermittently for nearly 70 years.

The dangers of war were probably responsible for the establishment of the Yoruba colony of Lagos, since the first settlement in the neighbourhood was at Ebute-Metta on the mainland, the inhabitants moving first to Iddo and then to Lagos Island, as conditions rendered their original site increasingly less secure. The Lagos White Cap Chiefs are the descendants of these original immigrants whose position as land owners is still recognised although a later heavy influx of Binis largely altered the character and distribution of the population.

Benin had at this time become a powerful and independent kingdom. The King, or Oba, had already thrown off any suzerainty previously exercised by the Alafin of Oyo and was nominally an absolute ruler, but the real power came to be wielded by the fetish priests who created a reign of terror maintained by wholesale human sacrifice, which was only finally overthrown by the British occupation.

Of the early history of the Hausa-speaking tribes of the Northern Provinces there is also little accurate documentary evidence, possibly through the destruction of early written records by their Fulani overlords. But the pagan Hausas were certainly established over large areas



of the Northern Provinces prior to the spread of Islam which, making rapid progress sometime about the thirteenth century, greatly affected their social and political organisations. These came to be based very largely on Islamic laws and doctrines.

The infiltration of the Fulani people into northern Nigeria probably began on a large scale in the thirteenth century. Whilst many settled in the towns and intermarried with the Hausa population, others have retained until the present time both their pastoral habits and the purity of their racial characteristics. A quarrel with the pagan king of Gobir led in 1802 to the initiation of a religious war on the part of the Moslem Fulani under the leadership of a Sheikh named Othman dan Fodio. Out of this war grew the Fulani empire, extending over the emirates of Katsina, Kano, Zaria, Hadejia, Adamawa, Gombe, Katagum, Nupe, Ilorin, Daura and Bauchi, all owing allegiance to Othman dan Fodio's son, Bello, the Sultan of Sokoto, as the Sarkin Musulmi or Commander of the Faithful. The independent power of this empire was finally overthrown by the British occupation, but the Fulani were able to maintain their rule for nearly 100 years, showing—in the early stages at all events—marked administrative ability.

The Fulani empire was never co-terminous with the present Northern Region boundaries. A number of pagan tribes on the central plateau and in the area of the Benue valley were never brought into subjection. Foremost amongst the peoples who successfully resisted the invasion were the Kanuri of Bornu. This was largely due to Muhammed El Kanemi, who restored the position after the Sultan of Bornu had suffered a preliminary defeat by the Fulani, and went on to exercise the power of virtual ruler of the country, although the Sultan was restored to the throne as a figurehead.

The tribes of what is now south-eastern Nigeria have little or no known early history prior to the British occupation, with the exception of certain of the coastal peoples, who were long known as keen and enterprising traders. Since the establishment of the Protectorate, however, the rapid spread of education has brought great changes and both Ibos and the less numerous Ibibios now exercise a most important influence on the social, economic and political life of Nigeria.

#### BRITISH OCCUPATION

Neither the acquisition by the British Crown of the Colony of Lagos nor the establishment of a Protectorate over large areas of the interior was the result of deliberate long-range planning by the Governments of the day. On the contrary those Governments were forced by the pressure of events almost insensibly and often reluctantly into courses of action which finally resulted in the taking over of the administration of the entire territory. The events covering the whole period from the early discovery of Nigeria to the present day may roughly be set out under three heads, the period of exploration, that of penetration and finally that of consolidation.

In the period of exploration the British were not the first in the field.

As early as 1472 the Portuguese had found anchorages in the mouths of the many rivers in the Bight of Benin. They were not, however, left long in undisputed possession of the field and the first English ships reached the Bight of Benin in 1553, under the command of a Captain Windham. Then followed a chapter in the world's history on which England, in common with other nations, now looks back with distaste, only mitigated by memories of the earnest efforts made to remedy as far as possible the wrong which had been done. The discovery of America and the establishment of Spanish colonies in the West Indies led to a steadily increasing demand for negro slaves and a cut-throat competition between the maritime nations to participate in, and to oust each other from, the lucrative business of supply. The first Englishman to engage in this traffic was Sir John Hawkins, but he was followed by many others, who gained in the rough and tumble of a hazardous trade much of the experience of ships and the sea which was eventually to prove the salvation of England when the long struggle with Spain moved to its climax in the latter years of the 16th century. Professional seamen argued that participation in the slave trade fostered the growth of a prosperous and powerful merchant marine and long after, when the cause of abolition began to raise its head, the Admiralty was amongst its foremost opponents on the grounds of the serious blow which could be dealt thereby to England's essential reserve of trained seamen. It is a measure of the extent to which the horrors of the trade finally aroused the conscience of the nation that abolition was finally passed in the United Kingdom in the middle of a great war and in the teeth of advice tendered by the country's greatest sailors.

In the sixteenth and seventeenth centuries, however, public opinion quietly ignored the moral issues and concentrated on the material profits and the English west coast ports of Bristol and later Liverpool grew in prosperity accordingly. First the Portuguese and then the Dutch, the Danes, the Spaniards and the Swedes were successively supplanted and by the Treaty of Utrecht in 1712, the British secured a 30-year monopoly of the trade. Although the Dutch and the French maintained slave establishments at Benin until the close of the eighteenth century, it is estimated that more than half the slaves exported from West Africa during the busiest years of the trade were in British ships.

Lord Mansfield's famous ruling in 1772 in the case of James Somerset that any slave setting foot on English ground became free under the common law was followed in 1787 by the establishment of a Society for the abolition of the Slave Trade, which finally secured the passing of an Act of Abolition in 1807. The continuous efforts made to implement the act and to suppress the trade were in a high degree responsible for the extension of British influence in Nigeria, which proceeded steadily throughout the nineteenth century.

The trade in slaves led to the ships of all nations acquiring familiarity with the numerous river mouths between Lagos and Calabar. Little was known of the interior, however, until the beginning of the nineteenth century and in particular, the source and direction of the great river

which was widely reputed to flow across the continent of Africa was a complete mystery.

Foremost amongst the names of those who sacrificed their lives to solve this mystery was Mungo Park who reached the Niger from the Gambia River in 1796, and in a second and officially sponsored expedition from Goree in 1805, sailed down the river as far as Bussa where, with the remnants of his party, he perished in the rapids.

Although absorption in the Napoleonic War acted as a bar to further exploration for a number of years, the problem of solving the mystery of the Niger was not forgotten, and from about 1816 on a number of attempts were made from various directions to establish with certitude the course of the river. Finally, Richard and John Lander succeeded where others had failed in tracing the outlet of the river to the multitude of creeks and rivers now known as the Niger Delta.

In the attempts which followed to put the Landers' discovery to practical use and to open up trade with the interior, the outstanding name in the early period is that of Macgregor Laird, and in the later that of Sir George Taubman Goldie. It became clear to the latter that some form of unity was essential if British companies were to establish themselves in the hinterland against the competition of foreigners, and, as a result of his persuasions, the United African Company came into existence in 1879, being reorganised and incorporated as the National African Company Limited three years later. Legitimate trade prospered in spite of many discouragements and with little or no backing from Governments to whom imperial responsibilities in a distant and unhealthy territory had no appeal.

The Government could not remain blind, however, to the difficulties and danger to British trading interests of the international competition for spheres of influence which, in the last two decades of the century, developed into a general scramble for Africa. At the Conference of Berlin in 1885 the British representatives were able successfully to claim that British interests were supreme on the lower Niger and the British claim to a sphere of influence in Nigeria, the boundaries of which were as yet undefined, received international recognition. The Government's steps to undertake the responsibilities of efficient administration in that area, known as the Oil Rivers Protectorate, which came under the loose control of a British Consul were, however, both slow and reluctant. It was left to the National African Company, at last in 1886 granted a Royal Charter under the name of the Royal Niger Company, Chartered and Limited, to take a lead in opening up the Niger. The grant of the Charter greatly strengthened the position of the Company, the usual Government services were established and an armed constabulary was raised for the protection of the territory. By these means the Company foiled both German and French efforts to encroach within what are now the boundaries of Nigeria, and after the most serious of French threats in the western part of the territory had been successfully averted by the Company's troops under Captain Lugard (as he then was) in 1894, these boundaries ultimately became generally recognised.

It was the British Government's efforts to suppress the slave trade,

however, rather than the furtherance of commercial interests, which led to the most striking change in its relations with the peoples of Nigeria. Lagos, an important centre of trade, was reduced, but not occupied, by a Naval force in 1851, but resulting treaties with King Akitoye for the abolition of the trade proved almost useless in the absence of any administrative arrangements to ensure their observance and Akitoye's death, in 1853, was followed by a long period of civil unrest. In 1861, Her Majesty's Government, therefore, reluctantly decided on the occupation of Lagos as the only effective means to the desired end. This was achieved with little difficulty and the island was created a Colony the following year. The new Colony was consolidated and its boundaries were extended somewhat in the years which followed and, in 1886, the Government felt strong enough to offer its services as arbitrator to bring to an end the latest of the Yoruba civil wars which were such a fruitful source of supply for the slave markets. The offer was accepted, peace was temporarily restored and the war camps were burnt by the arbitrators. The precedent was too good not to be followed by those in difficulties and an appeal was made to the Lagos Government by the Egbado people who were being oppressed by their more powerful neighbours, the Egbas of Abeokuta. This appeal, together with the fear of the establishment of treaty relations between the French and the Egbas, led to further expeditions into the interior and later to the appointment of a British Resident, who set up his headquarters at Ibadan. Generally the whole of Yorubaland, with the exception of the Egba state, was attached to the Colony of Lagos as a British Protectorate. The wars ceased and a great increase in prosperity, both in the hinterland itself and also in consequence in the port of Lagos, was the natural result. It was not many years before the treaty of 1893 recognising the independence of Egbaland was voluntarily abrogated since the authorities there found it possible to maintain themselves in power without successive appeals for British support. In 1914 this area, too, came unreservedly under the Government of the Protectorate of Nigeria.

The large area now known as the Northern Region was brought under British protection in the early years of the twentieth century, largely for similar reasons and from the same motives. Various slave-raiding Emirs carried on their activities within a few miles of the Niger Company's scattered posts and it became clear that nothing but force would stop them. One expedition naturally led to another in an area with much more close social and religious affinities than in the coastal belt, and after Government had finally taken over from the Niger Company in 1900, the time soon came when its relative strength and that of the Fulani empire had to be settled. The issue was decided far more easily than might have been expected. The Fulani were aliens and the abuses of their later rule had left them with no deep seated sympathy amongst the subject populations. First Kano and then Sokoto were defeated and occupied, the desert tribes submitted and the Fulani Emirs themselves accepted the relatively easy terms of the conquerors and came formally under British protection. The terms included the abolition of

slave-raiding and the recognition of British suzerainty, coupled with an assurance that the Mohammedan religion and the existing system of law would not be interfered with.

The gradual extension of Government's influence in the Oil Rivers Protectorate had meanwhile been taking place. In 1893 by Order in Council the Protectorate was extended over the hinterland and renamed the Niger Coast Protectorate and the following year Government found itself forced to undertake an expedition against the Jekri Chief Nana, a powerful slave trader, whose activities extended over a wide area. Benin still held aloof and an unescorted expedition led by Acting Consul-General Philips, in 1897, in an effort to establish a friendly settlement, was attacked and its members, with two exceptions, massacred. A military expedition was accordingly despatched and Benin City was captured with only slight loss six weeks later.

In 1899 the charter of the Royal Niger Company was revoked and on 1st January, 1900, its territories came under formal Government control, compensation being paid to the Company in respect of its administrative expenses and its existing buildings and stores. The Company had done much to abolish the slave trade, bringing the benefits of peace and justice to peoples who had previously lived under the shadow of both unrest and oppression. Its virtual trade monopoly became, in the long run, no more defensible in principle than was the "administration at private discretion of Territories of which the defence was provided at public expenses," and the revocation of the Charter was bound to come. But recognition should be given to the great part played by the Company in the building of Nigeria.

#### ADMINISTRATIVE CONSOLIDATION

The penetration into and extension of British influence over the wide areas of Nigeria had, as has been seen, been carried out by three different sets of officials responsible respectively to the Colonial Office, the Foreign Office and the Directors of the Royal Niger Company. Even when the Royal Niger Company disappeared as a governing body in 1900, there still remained three separate administrations. These were reduced in 1906 to two when the Colony and Protectorate of Lagos was amalgamated with the Niger Coast Protectorate to form the Colony and Protectorate of Southern Nigeria and the inevitability of the amalgamation of Northern and Southern Nigeria was clearly foreseen. This came on 1st January, 1914, when the Colony and Protectorate of Nigeria was formally inaugurated under the authority of Royal Letters Patent and Order in Council. Sir Frederick Lugard, who had been appointed in 1912 Governor of both the then remaining administrations, now became the first Governor of a united Nigeria.

The period of consolidation which now followed could hardly have begun in more difficult circumstances. The first world war began in August, 1914, and Nigeria not only found it impossible to recruit much-needed staff for the administration of the territory, but some members of even such limited services as existed, left in order to play their part

Medicinal preparations not otherwise particularly exempted which contain 10 per cent or more by volume of ethyl alcohol, naphtha or methyl alcohol (methanol) purified so as to be potable . the gallon—£4 10s.  
or *ad valorem* 66 $\frac{2}{3}$  per centum, whichever is the higher.

The general rate of duty on goods not specifically mentioned in the tariff (of which the above is only an extract) was 20 per cent *ad valorem*. Exemptions from import duties included many types of medicinal preparations, drugs, anaesthetics and dressings, manures and fertilisers, cheap wireless receivers, disinfectants, books and many types of educational equipment and many classes of provisions.

### Export Duties

Cocoa Beans . . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with regulation 103A of the Customs Regulations, does not exceed £150 per ton, with an additional one-tenth of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £150 per ton, provided that the amount of duty chargeable shall not exceed 20 per cent of the value, calculated as aforesaid.
Groundnuts . . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £65 per ton, with an additional one-tenth of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £65 per ton, provided that the amount of duty chargeable shall not exceed 20 per cent of the value, calculated as aforesaid.
Palm Kernels . . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £50 per ton, with an additional one-tenth of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £50 per ton, provided that the amount of duty chargeable shall not exceed 20 per cent of the value, calculated as aforesaid.
Palm Oil, Edible . . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £75 per ton, with an additional one-tenth of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £75 per ton, provided that the amount of duty chargeable shall not exceed 20 per cent of the value, calculated as aforesaid.
Timbers (Scheduled) . . . . .	In log form—3 <i>d.</i> per cubic foot; sawn timber (excluding plywood) not exceeding 6 inches in thickness or as veneers—2 <i>d.</i> per cubic foot.
Timbers (Others—excluding plywood) . . . . .	1 <i>d.</i> per cubic foot.

Certain types of imports and exports detailed in the Second and Third Schedules to the Customs Ordinance were prohibited, including air pistols, indecent or obscene articles and machines for duplicating keys. Among prohibited exports were African antiquities or works of art of historical, archaeological or scientific interest executed prior to 1918, and explosives.

and exports rose to unprecedented levels. The slump which followed caused great economic difficulties, but it can fairly be said that, notwithstanding a series of financial crises due to world trade conditions, Nigeria progressed steadily in the period which intervened before the outbreak of the second World War in 1939. The staff of all departments was expanded, enabling Government to extend its activities in a number of ways. Communications were greatly improved, remote areas thus being brought for the first time under effective control. Further, social amenities were widely extended and began to assume, for the first time, the functions and status of a national service. An important part in this and in the great spread of education which took place in these years was played by voluntary agencies, chief amongst which were the Christian Missions. The educational work of these bodies, in particular, has been of the greatest value and has been extensively encouraged by grants from Government funds. Still further progress could have been made but for the necessity of financing development wholly, or almost wholly, from Nigerian revenues. These, being dependent to a great extent on import customs duties, were subject to considerable fluctuation owing to the ramifications of international trade.

In all this period there was only one major threat to law and order in the territory. This was the women's rising which occurred in the Owerri and Calabar Provinces in 1929 and largely resulted in the destruction of the local system of government which had been set up and in the establishment of Native Administration based more closely on the indigenous customs of the people.

#### THE SECOND WORLD WAR AND POST-WAR YEARS

With the outbreak of the second World War the loyalty of Nigerians was, as in 1914, in many ways convincingly demonstrated. Recruits for the armed forces greatly exceeded the number which could be absorbed, and money was generously subscribed for war purposes. An expeditionary force was despatched to Kenya, including many veterans of the East Africa Campaign of the previous war; this force after assisting in the occupation of Abyssina, returned to man the frontiers of Nigeria, the Gambia and Sierra Leone against possible invasion from Vichy-controlled territory. In September, 1943, and April, 1944, the 81st and 82nd (West Africa) Divisions left for Burma, where they played a prominent part in the Arakan, and units of the Nigerian 3rd Brigade were included in General Wingate's special force operating behind the Japanese lines in Central Burma.

Meanwhile, in Nigeria, vigorous efforts were made to increase the production of essential export commodities. With the loss of Malaya, Nigeria became the chief source of tin for British war factories, while groundnuts, palm oil and kernels were in urgent demand to maintain fat supplies.

The political, economic and social progress of Nigeria since 1945 has been swift. On 1st January, 1947, a new constitution was introduced.

An enlarged Legislative Council was set up with a majority of unofficial members and was empowered to legislate for the whole country, instead of only the south. Regional Houses of Assembly with unofficial majorities and a House of Chiefs in the north were also established, with important advisory and financial functions. Another constitution giving Nigerians a yet greater share in the control of their affairs came into force in 1951 and was still in force at the end of 1953 although during the year agreement had been reached on important changes. Under this constitution there was a Central Legislature composed almost entirely of Nigerian elected members and there were Regional Houses of similar composition. There was a Council of Ministers with a Nigerian majority drawn from the House of Representatives and similar Regional Executive Councils. These Councils, with their Nigerian majorities, had the responsibility of formulating Government policy and directing executive action.

The 1951 Constitution was followed in 1954 by a further revision which was the outcome of conferences at which all the major political parties were represented. These were held in London and Lagos in July and August 1953 and January 1954, and their conclusions published in two reports (Cmd. 8934 and Cmd. 9059). On the basis of the decisions reached by these conferences, a new Constitution Order in Council was made and came into effect on the 1st of October, 1954, (The Nigeria (Constitution) Order in Council, 1954).

The changes introduced by this Order in Council are discussed in more detail in Chapter 3 of this part of the Report. For the first time in Nigerian constitutional history, a federal form of government was introduced with the three Regions enjoying a considerable degree of internal autonomy, and with the Southern Cameroons responsible directly to the Governor-General for the conduct of its affairs.

The most important economic developments have been the preparation and carrying out of the Ten-Year Plan for Development and Welfare, and the successful formation and operation of the Marketing Boards and Regional Production Development Boards.

The Ten-Year Development Plan was approved by the Legislative Council in 1946. It was estimated to cost over £55,000,000 and £23,000,000 towards this sum was allocated by the United Kingdom under the Colonial Development and Welfare Act. The scheme was under revision in 1950 and a revised plan was accepted in 1951. Of the £55,000,000 allocated to the original Plan, £34,000,000 was outstanding at 31st March, 1951, and the estimated expenditure of this sum from 1951 to 1956 will be over £12,500,000 by the Northern Region, £10,000,000 by the Central Government, nearly £6,000,000 by the Eastern Region and £5,500,000 by the Western. The Plan is aimed to give a firm foundation on which further development in Nigeria can be built. In it, therefore, there have been large allocations for the expansion of basic social services, such as health and education, for basic equipment such as machinery for good water supplies, roads and the tools of technical education, and for production services and revenue-earning projects. In spite of difficulties in obtaining the men and materials to



## Chapter 5: Commerce

THE total value of exports and imports (including bullion and specie) for 1954 and the two previous years was as follows:

	1952	1953	1954
	£	£	£
Total Imports . . . . .	113,267,534	108,290,077	114,069,372
Total Domestic Exports . . . . .	125,135,458	120,889,203	146,236,957
Total Re-Exports . . . . .	4,394,651	3,342,702	3,295,106

Principal imports and exports are shown in the tables on pp. 34,35.

### *General Conditions*

Trading conditions were generally satisfactory throughout 1954 and supplies of all imported commodities were available in increased quantities and in greater variety. There was evidence of fairly extensive overstocking in textiles, and temporary gluts of cement, stockfish and some other commodities. As a result, although prices were generally stable, market conditions caused some fluctuation.

The London dock strike in the autumn interrupted the even flow of imports and, when it was over, the sudden influx of delayed shipments caused serious congestion at the Lagos customs wharf.

Germany and Japan made strenuous efforts to strengthen their overseas trade and a number of German business men and a Japanese delegation visited Nigeria. The Austrian Chamber of Commerce also sent a travelling exhibition.

Because of the Sterling Area's continued balance of payment difficulties, dollar purchases were still subject to very strict regulations; the general improvement in the position did, however, permit some relaxations of controls.

Exports to countries other than the Scheduled Territories and Scandinavia remained subject to licensing, but licences were issued freely, except for goods classified as "strategic materials" which were rigidly controlled whatever their destination.

The volume of entrepôt trade remained small and there were no changes in the conditions affecting it.

There was a considerable improvement in the standard of the quarterly trade publication, the *Nigeria Trade Journal*, and a second, completely revised, edition of the *Handbook of Commerce and Industries* was published. Both these publications have a wide distribution overseas and were well received in Nigeria.

### *Channels of Distribution and Price Control*

Although Nigerians were gradually increasing their share of overseas trade, approximately 70 per cent of imports for internal consumption were still channelled through the few major overseas firms. From their numerous branches throughout the country these firms distributed through Nigerian traders to whom they sold on a wholesale basis.

beginning of the second World War the plantations were vested in the Custodian of Enemy Property and it was later decided that this time they should not fall back again into private hands. By legislation passed in 1946 the lands were acquired by Government so that they might be held and administered for the use and common benefit of the inhabitants of the Territory and leased to a new Cameroons Development Corporation for the achievement of that purpose. The Corporation, by the development of the plantations and the health, education and welfare services it provides, is already doing much to increase the prosperity of the Cameroons peoples.

After the second World War the United Kingdom expressed its wish to place the Cameroons under the new International Trusteeship system and this was effected by a Trusteeship Agreement approved by the General Assembly of the United Nations in 1946. Under the agreement the United Kingdom was made responsible for the administration of the Territory. A visiting Mission of the United Nations Trusteeship Council visited the Territory at the end of 1949. The Territory is, in accordance with the Trusteeship Agreement, administered as an integral part of Nigeria, but a Commissioner of the Cameroons was appointed in 1949 with special responsibilities for administration in the Southern Cameroons and for trusteeship affairs in the whole Territory. A second Mission visited the Territory in 1952.

Under the provisions of the Nigeria (Constitution) Order in Council, 1954, the Southern Cameroons, formerly the Bamenda and Cameroons Provinces, were given quasi-regional status with an elected Assembly and an Executive Council with an unofficial majority. The Northern Cameroons, in accordance with the wishes of its representatives expressed at the Constitutional Conference, continued to be administered as part of the Northern Region. A full report of developments in the trust territory during the year was made to the General Assembly of the United Nations by Her Majesty's Government (Colonial No. 318).

#### GOVERNORS IN NIGERIA

- 1914 Sir Frederick Lugard, G.C.M.G., C.B., D.S.O. (later Lord Lugard). Personal title of Governor-General.
- 1919 Sir Hugh Clifford, G.C.M.G., G.B.E.
- 1925 Sir Graeme Thomson, G.C.M.G., K.C.B.
- 1931 Sir Donald Cameron, G.C.M.G., K.B.E.
- 1935 Sir Bernard Bourdillon, G.C.M.G., K.B.E.
- 1943 Sir Arthur Richards, G.C.M.G., (now Lord Milverton).
- 1948 Sir John Macpherson, G.C.M.G.

#### TABLE OF PRINCIPAL EVENTS SINCE 1914

- 1914 Formal inauguration of Colony and Protectorate of Nigeria.  
Invasion of Cameroons by Nigerian troops on outbreak of war with Germany.
- 1916 Conquest of Cameroons completed.  
Completion of railway bridge over River Niger at Jebba.
- 1922 Great Britain received mandate from League of Nations in respect of portion of the German Cameroons.

- 1923 Establishment of Legislative Council with jurisdiction over the Colony and Southern Province of Nigeria.
- 1925 Visit of Prince of Wales.
- 1926 Opening of Makurdi-Kaduna section of the Railway.
- 1929 Opening of Zaria-Kaura Namoda section of the Railway.  
Riot at Aba, leading to review of system of local administration in the Southern Provinces.
- 1930 Opening of Kano-Nguru section of the Railway.
- 1932 Opening of Benue Bridge at Makurdi.
- 1936 First direct air mail service between Nigeria and the United Kingdom.
- 1939 Division of Southern Provinces into the Western and Eastern Provinces.  
Outbreak of second World War.
- 1940-41 Nigerian troops take part in Italian East African Campaign.
- 1943-45 Nigerians of the 81st and 82nd Divisions take part in Burma Campaign.
- 1946 Beginning of 10-year Development Plan.  
Establishment of Cameroons Development Corporation.  
Trusteeship Agreement for Cameroons approved by General Assembly of United Nations.
- 1947 New Constitution. Legislative Council now has jurisdiction over the whole of Nigeria and a majority of non-official members. Houses of Assembly set up in each Region.
- 1948 Opening of University College, Ibadan.
- 1949 Establishment of Marketing Boards for Cotton, Groundnuts and Palm Produce.  
Establishment of Regional Production Boards.  
Announcement that the University College, Ibadan, is to receive £382,000 for initial capital expenditure on the site under a C.D. and W. scheme.  
Disturbances at the Enugu Colliery, subsequently followed by trouble at Aba, Onitsha and Port Harcourt.  
Commission of enquiry appointed, with Sir William Fitzgerald as chairman.  
Visiting Mission of the United Nations Trusteeship Council visited the Cameroons and Togoland.
- 1950 Ibadan General Conference on Review of the Constitution.  
Commission appointed to make recommendations for the allocation of revenue to the three Regional Administrations and the Nigerian Government.  
Party of British industrial and trade union experts visited Nigeria to advise on industrial relations.  
Announcement of His Majesty's Government's general acceptance of the Nigerian Legislative Council's recommendations for the revision of the constitution.  
Cocoa Marketing Board's gift of over £1,000,000 to endow the Department of Agriculture at the University College.
- 1951 New Constitution brought into force.  
Country wide elections for new Regional Houses and House of Representatives.  
Council of Ministers becomes principal instrument of policy.  
Principles of revenue allocation to Regions settled.
- 1952 First meetings of the New Regional and Central Legislatures and visit of British Parliamentary delegation to attend the first Budget Session of the House of Representatives.  
Visit of the Secretary of State for the Colonies.
- 1953 Motion in House of Representatives asking for Self-government by 1956.  
Kano Riots. The London Conference on the Nigerian Constitution.  
Visit of a Mission of the International Bank for Reconstruction and Development.
- 1954 Lagos Conference on the Nigerian constitution. New constitution came into force on 1st October.

## Chapter 3 : Administration

### *The Regions*

THE Federation of Nigeria comprises the Northern Region of Nigeria, the Western Region of Nigeria, the Eastern Region of Nigeria, the Southern Cameroons and the Federal Territory of Lagos. The boundaries of these Regions coincide with those of the former Northern, Western and Eastern Provinces, excluding, in the case of the Western Region, the Federal Territory of Lagos. The boundary of the Southern Cameroons coincides with that part of the Cameroons that was in the former Eastern Region, while that of the Federal Territory of Lagos coincides with that part of the Colony that was in the town of Lagos and delimited by the Lagos Local Government (Delimitation of the Town and Division into Wards) Order in Council 1953, made under the Lagos Local Government Law 1953. The capital of the Federation of Nigeria is at Lagos, while the capitals of the Northern, Western and Eastern Region are at Kaduna, Ibadan and Enugu respectively.

In 1954 there was a Governor-General and Commander-in-Chief for the whole of the Federation of Nigeria and Governors in each of the three Regions. A Commissioner of the Cameroons administered the Southern Cameroons and was responsible to the Governor-General, as far as Trusteeship affairs were concerned, for the whole of the Trust Territory.

### *The 1954 Constitution*

The 1954 constitution established a Federal House of Representatives and a Council of Ministers for the whole of the Federation of Nigeria and separate Legislative Houses and Executive Councils for each of the three Regions and for the Southern Cameroons. It gave to the Southern Cameroons a quasi-Regional status.

The constitution provided for certain powers to be vested in the Federal Government, certain powers to be held concurrently by the Federal and Regional Governments with Federal law prevailing in case of conflict and residuary powers resting with the three Regional Governments.

### *The Council of Ministers*

The Council of Ministers was the principal instrument of policy in and for Nigeria. It consisted of the Governor-General as President, three *ex officio* members and 10 Ministers. The *ex officio* members were the Chief Secretary, the Attorney-General and the Financial Secretary of the Federation.

Appendix A gives the full composition of the Council in 1954 and Appendix E the portfolios assigned to individual members of the Council.

### *The Regional Executive Councils*

The Executive Councils of the Regions were the principal instruments of policy for the Regions in matters to which the executive authority of the Regions extended. In the Northern Region the Executive Council consisted of the Governor as President, three *ex officio* members, the Civil Secretary, the Attorney-General and the Financial Secretary, and 13 Ministers. In the Western Region the Executive Council consisted of the Governor as President and 11 Ministers. In the Eastern Region the Executive Council consisted of the Governor as President and 12 Ministers. In each of the three Regions there was a Regional Premier. The Executive Council of the Southern Cameroons consisted of the Commissioner of the Cameroons as President, three *ex officio* members, the Deputy Commissioner, the Legal Secretary, the Financial and Development Secretary of the Cameroons and four unofficial Members.

The Composition of the Region Executive Council in 1954 is shown in Appendix B.

### *House of Representatives*

There was a Federal House of Representatives which consisted of the President, 3 *ex officio* members, 184 representative members of whom 92 were elected in the Northern Region, 42 each in the Western and Eastern Regions, 6 in the Southern Cameroons and 2 in Lagos. There were in addition to these not more than 6 Special Members representing interests which in the Governor-General's opinion were not otherwise adequately represented in the House. The 3 *ex officio* members were the same as those who sat on the Council of Ministers.

### *Laws*

The Governor-General, with the advice and consent of the Federal House of Representatives, might make laws for the peace, order and good government of the Federal Territory.

The Governors of the Regions, with the advice and consent of the Regional Houses of Assembly might make laws for the peace, order and good government of the Regions with regard to such matters as were within the competence of the Governments of the Regions.

### *Regional Houses*

In the Northern Region, there were two Legislative Houses, the Northern House of Chiefs and the Northern House of Assembly. The Northern House of Chiefs consisted of the Governor as President, 13 first-Class Chiefs, 37 other Chiefs and an Adviser on Moslem Law. The Northern House of Assembly was to consist of the President, 4 official members, 131 elected members and not more than 10 Special members representing interests or communities which in the opinion of the Governor were otherwise not adequately represented.

In the Western Region there was a Western House of Chiefs which consisted of a President elected from among the Chiefs, 50 traditional

Chiefs of whom approximately half were Head Chiefs, members of the Executive Council, who were members of the House of Assembly and Special members. There was also a Western House of Assembly consisting of the Speaker, Deputy Speaker, 80 elected members and not more than 3 Special members.

The Eastern House of Assembly consisted of the Speaker, Deputy Speaker, 80 elected members and not more than 3 Special members.

Members of the Regional Legislatures in 1954 are listed at Appendix D.

### *Elections to Regional Houses*

The electoral regulations varied in each of the three Regions. In the Northern Region members of the House of Assembly and of the House of Representatives were elected by electoral colleges established in each Province; in the Western Region, elections to the Regional House of Assembly and the House of Representatives were direct and based on adult tax suffrage, while in the Eastern Region elections were direct and based on universal adult suffrage.

### *Joint Councils*

In both the Northern and Western Regions, provision was made in the constitution, in the event of disagreement between the two Legislative Houses in respect of legislation, for the Governor to summon a joint sitting of representatives of both Houses for the purpose of deliberating and voting on the legislation in question. In the Northern Region each House was entitled to elect not more than 40 of its members as representatives to attend such a joint sitting, making a total of 80 in all. In the Western Region the Joint Council consisted of not more than 40 members, 20 drawn from each of the two Houses.

## LOCAL GOVERNMENT

### *Northern Region*

There were two notable developments in local government in the Northern Region during 1954. First, the new Native Authority Law was passed and came into force. Its main object was to replace the Native Authority Ordinance of 1943 as amended from time to time and as supplemented in varying degrees by other laws which conferred powers on Native Authorities, thus under a single law incorporating as many of the provisions dealing with the functions of Native Authorities as could conveniently be grouped together. Among the new portions of the law probably the most important were several enabling clauses which made it possible to set up a large variety of councils and committees for various local government purposes. A framework was thus provided for far-reaching developments over a very wide field, within which the Ministry for Local Government took over the responsibility for guiding and co-ordinating the application in practice of the law.

Already by the end of the year several new Instruments in the form of charters establishing town and local councils had either been published or were in the course of preparation. These all provided for elected majorities, and as they would certainly be the blue-prints for future development it was safe to say that democratic principles would in future be firmly established at all levels of Native Authority hierarchies. The trend towards amalgamation was also strengthened and further federation reduced the number of Native Authorities to 90, of which 59 were Chiefs in-Council, 17 were designated as Chiefs and Council and 14 took a conciliar form.

Alongside these new conciliar developments the Regional Government recognised the indispensability of proper local government training for all those engaged on Native Authority business, and to that end a decision was taken to found an Institute for this purpose. This was opened in April, 1954, at Zaria, and by the end of the year preliminary pilot courses had been held for various categories of Native Authority officials. These were a great success and a full programme was started to give a balanced mixture of practical and theoretical instruction to groups of Chiefs, Councillors, District Heads and District Scribes to a total approaching three hundred during the first full year and considerably more annually thereafter.

### *Eastern Region*

At the beginning of the year the local government branch of the former Secretariat had begun to operate as a ministry with Dr. the Hon. Nnamdi Azikiwe as the Minister. During the first three months the ministerial organisation took shape and on the 1st April the Ministry of Local Government was established with its own establishments, though for the time being the clerical staff were considered as part of the general secretariat pool. During the next six months steps were taken to re-organise the schedules of work and to develop the various branches within the Ministry so that at the appropriate time it could be set up as a completely independent organisation.

On October 1st, with the introduction of the new constitution, the Ministry of Internal Affairs was established, the Minister being Dr. the Hon. Nnamdi Azikiwe. Most of this portfolio was taken up with local government matters. Co-operation and community development were relinquished to other Ministries, but their loss was more than compensated for by the assumption of responsibility for numerous matters which had previously been dealt with in the office of the former Civil Secretary.

There was steady progress with the introduction of local government. On the 1st January, 1954, there were in existence 5 counties, 4 urban districts and 17 rural districts, and 23 rural districts were established, followed on the 1st June by 1 more urban district—Onitsha. During the year work continued steadily on the planning and preparations for the establishment of 4 counties, 2 urban districts and 24 rural districts on the 1st April, 1955. Thus, by that date, the former Native Authority system would exist in only 5 divisions and a part of another.

Where the Native Authority system continued it was the policy to reorganise it in accordance with the probable pattern of the future local government system; thus, for example, if it were planned that a division should become a county, with a number of district councils within it, the aim was to establish a divisional Native Authority which could convert to a county council in the future with a number of subordinate Native Authorities for areas corresponding to the future districts. The divisional Native Authority would then assume responsibility for the functions of the future county, while subordinate authorities would operate the services to be provided by the future districts. In addition, the aim was to replace the old-fashioned councils by bodies elected by the taxpayers of the area. When formed, these councils were encouraged to develop a committee system and to assume as much financial and administrative responsibility for their services as it was thought they could take under the close supervision of the Administration.

The Eastern Region Local Government Ordinance planned for a three-tier system suitably modified. Experience showed that further modifications were necessary; for example the current Ordinance did not provide for a status equivalent to the English county borough. There were however, large towns in the Region where lack of communications, barriers of geography and diversity of tribes and languages had prevented the association of some units in large counties. Therefore, it was planned to make it possible to establish a two-tier system of district and local councils only, where such an organisation would better suit the needs of a particular locality. To this end, provision was made for such alterations in the structure of the existing system in a new Local Government Bill which was prepared during the last months of the year. This Bill also catered for other changes and modifications that had been found necessary. It was to be presented to the House of Assembly at its Budget Session in March, 1955.

### *Western Region*

The native authority system was adopted in the Western Region in 1916 and until 1953, when the Western Region Local Government Law was introduced, native authority councils were responsible for the conduct of local affairs. The native authority system was progressively modernised throughout this period. The number of councils had by 1951 been reduced to 50 and the proportion of elected members on such councils had been greatly increased.

The Western Region Local Government Law of 1953 provided for the establishment of independent divisional, district and local councils deriving their powers direct from the Regional Authority and enjoying a much greater measure of local autonomy than the native authority councils which they superseded. The establishment of these councils was invariably preceded by detailed enquiry conducted by local committees appointed by the Regional Authority.

The instruments establishing the local government councils stipulated that there should be an elected majority; but provision was also



Colony no alien might acquire land in full fee simple. Under the Land and Native Rights Ordinance no alien might acquire title from any person in the Northern Region or the Cameroons, save from the Governor. The Native Lands Acquisition Ordinance provided that in the Eastern and Western Regions an alien might obtain a leasehold subject to approval by the Governor. In the Eastern and Western Regions the Government could acquire land for public purposes under the Public Lands Acquisition Ordinance, (Cap. 185). All land so acquired or otherwise held by Government was Crown Land. Aliens might obtain leases of such land, the maximum term being 99 years. Under Section 4 of the Land and Native Rights Ordinance all native lands, and all rights over them, were under the control and subject to the disposition of the Governor who held and administered them for the use and common benefit of the natives.

The area of Crown land in the Eastern Region was 48,900 acres and in the Western Region 44,800 acres, excluding Lagos Colony where there were approximately 20 square miles of Crown Land.

With the exception of one or two small plantations in and near the Delta, and land held by the Missions, there were no areas outside the Colony held by aliens, other than small plots for residence and trading.

### *Types of Renting Systems*

Leases of Crown land or of native land in the Eastern and Western Regions to alien lessees followed English forms. The same was true of rights of occupancy granted under the land and Native Rights Ordinance.

What may be grouped together as "leases" under customary tenures ranged from a right to cultivate for a single cropping season in exchange for some portion of the produce—the only return recognised by former custom—through rights covering the full cropping rotation, to the modern leaseholds based on English concepts and often in documentary form. Such leases seldom carried right to exploit standing trees, and never that of affecting permanent improvements such as building a house or making a plantation. Following English practise, the former was becoming accepted in certain towns of the south under a grant from or approval by the Native Authority; and in one or two areas lessees were even permitted to plant cocoa or kola, though this was still very much the exception and the rights so granted had hardly begun to assume recognisable English leasehold forms. Thus freedom to sublet, or the rights of heirs in a lease, were either not admitted or were still very nebulous.

Renting of house property, more particularly of rooms, was becoming common in all large towns.

## LAND OWNERSHIP IN THE REGIONS

### *Eastern Region*

The most recent statement of policy regarding land in the Region was contained in the Sessional Paper No. 7 of 1953 in which the Government undertook to respect the ownership of land and to recognise local

customary systems of land tenure as far as they were compatible with modern agricultural methods. The Regional Government also encouraged all Local Government bodies to exercise their powers in land matters and to institute Land Registries for the recording of land transactions. The Sessional Paper dealt, in addition, with the need to encourage community farming to combat excessive fragmentation of holding, with the possibility of settlement schemes and slum clearances, and promised an overhaul of existing land laws.

Except where legislation existed to the contrary, the ownership and devolution of land was governed by native law and custom and these land laws varied from place to place. There had been no attempt made to codify the land laws or to impose a common system of land tenure, but Native Authorities and Local Government Councils were given powers to control the alienation of land. Unfortunately these powers had so far been little used, although undesirable practices in this respect were obviously taking place.

The area of Crown Land in the Region was approximately 48,900 acres, of which about 29,000 acres were freehold and about 19,300 leasehold. Parts of this area were vested in, or were being transferred to, a number of public corporations, but their extent was not yet known. In addition, some 4,500 acres of Crown land were occupied by, or allocated to, the Nigerian Railway. Since the 1st October, 1954, considerable areas of Crown land have been vested, under the Apportionment of Assets and Liabilities Order (Legal Notice No. 130 of 1954), in the Government of the Federation of Nigeria. The remaining Crown land was vested in the Governor of the Eastern Region, in trust for Her Majesty, for the purposes of the Region. Action was being taken to compile a record of those lands vested in the Federal Government.

No records have been kept of the area of private land held by non-indigenous inhabitants of the Region. To compile such a record would require a great deal of labour, but steps to do so were to be taken. The figure will necessarily be only approximate, since many old grants have not been accurately surveyed.

The bulk of Crown land had been acquired for the general purposes of Government, and most of it was situated at Provincial and Divisional headquarters. Not more than 5 per cent of Crown land was leased to private persons and organisations.

Apart from a small number of agricultural estates, to which reference has already been made, the trading companies held land for the sale of imported goods, the purchase of export produce and the residence of their staff. Missionary bodies held land mainly for religious, educational and medical purposes. There has been a tendency for them to apply for large areas of agricultural land in connection with their missionary activities, but this development was being closely watched.

The recently established public corporations were taking up considerable areas of land to carry out their statutory functions, but care was taken to ensure that native communities were not thereby deprived of sufficient land for their subsistence. Nearly all such land was being acquired in thinly-populated areas.

Considerable areas of land were not effectively occupied, particularly in under-populated areas. The Sample Census indicated that only some 23 per cent of all land was actively utilised at any one time. It was claimed, however, that there was no land without an owner, even though rights of ownership were exercised only rarely and to a very limited extent. In fact, without large areas of fallow land, the current system of agriculture could not be carried on for any length of time.

The comments already made in the general remarks on land ownership apply in the Eastern Region where "communal tenure" was the basic pattern of indigenous land tenure. The type and size of the land-owning community might vary a great deal and common and personal rights exist side by side. In theory "communal tenure" should mean that no individual has any rights which are not equally enjoyed by his fellows. In practice even the most primitive farming communities allowed an individual the exclusive right to the work of his hands and these rights could be inherited by his children, even if they could not be otherwise disposed of.

With the spread of European ideas, however, fee simple rights were being increasingly claimed and generally admitted. In places where this was most evident, mainly in the neighbourhood of such big towns as Onitsha, Aba, and Calabar, land was becoming a marketable asset for the first time.

Leases of Crown land, or of native land to aliens, followed English forms. These forms were also being used more and more frequently in African transactions relating to house property or urban land but were only very occasionally used in farm land transactions. The most common transaction in land was the "pledge." In return for a loan of money, the lender acquired the use of an area of farm land for an indefinite period. The use of the land rarely included the right to exploit the economic trees, and never the right to effect permanent improvements. The pledge could be redeemed at any time by repayment of the original amount of the loan, the use of the land being considered as interest on the loan. The pledge could not, however, be redeemed until the lender had reaped the crops he had planted.

### *Western Region*

The Native Lands Acquisition Ordinance, which regulated alien occupation of land, applied to all the Western Region except to the Colony Province. The provisions of this law have already been summarised on p.14.

There was no Regional legislative control of land acquisition by Nigerians, although in certain areas there was a desire for local legislation to control land alienation by the indigenous people of the area to native strangers. In only one area, that of Akure, had such local legislation been approved.

Shifting cultivation, increase of population, hunting rights, and the tremendous increase of markets for cash crops combined to result in there being virtually no unclaimed land. The land was continually being

claimed, often with conflict, by individuals, family groups, communities or tribes.

The area of Crown land in the Region, including the Colony Province, was approximately 90 square miles. No final decision had yet been reached as to division between the Federal and Regional Governments.

The system of family or group ownership still existed generally throughout the Region, although there was a strong tendency to break away from it in some districts. Improvements in the form of bush clearance, the erection of buildings, etc., were accepted as conferring property rights upon the individual and these rights become hereditary. In the areas of shifting cultivation such rights had not the same importance as in cocoa, palm oil and kola producing areas, where there were now continual disputes and widespread fragmentation. It was clear that the traditional system of tenure would eventually be abandoned in these areas and also in the urban areas where the individual was becoming increasingly aware of the need for clear title to well-defined plots. The grant of leases of land held by the family or group was fraught with difficulties, as one recalcitrant member could retard completion to the detriment of the group and the community at large.

Leases of Crown land, and leases of native land to aliens, followed English forms. With regard to grants to Nigerians in undeveloped areas, the family or group concerned would make the grant in the traditional form, which was accepted by the community without any written record being obtained; in urban areas the formal deed, followed by the registration of the deed (there was no system of title registration within the Region), was becoming an accepted practice. The renting of rooms by verbal agreement on a monthly tenancy might be said to be universal.

### *Northern Region*

In the Northern Region the land law was the Land and Native Rights Ordinance. Under the provisions of this Ordinance, the existing native customs with regard to the use and occupation of land were preserved, the control of all native lands was vested in the Governor, as trustee, for the use and common benefit of the indigenous natives, the transfer of land by sale or otherwise by a native to a non-native without the consent of the Governor was prohibited and the Governor was empowered to grant rights of occupancy to natives and non-natives or to revoke such grants and to make land available for public purposes.

Policy has been to restrict to the Governor the power to grant rights of occupancy over land to expatriates, companies, firms and other corporate bodies, and to allow Native Authorities to continue to deal with customary tenure. In towns where there was a mixed population of natives and native foreigners, and where plots were laid out for residential or trading purposes, or both. Regulations made under the Ordinance empowered Native Authorities to grant land titles for a term not exceeding 20 years to such persons as were ordinarily subject to their jurisdiction. Regulations had also been made under the Ordinance to empower Local Authorities to grant rights of occupancy in some towns.

The traditional conception of customary tenure was that the use of the land was vested in the community.

Almost all the land in the Northern Region was held and used by the indigenous inhabitants. That held by the non-indigenous inhabitants was mainly in the form of small plots for trading and residential purposes and was held on lease, the term not generally exceeding 40 years. Mining leases were not usually granted for terms of more than 21 years. The Government held land for offices and other public service buildings and a few larger areas for experimental and demonstration farming.

With regard to customary tenure, the renting of rooms or houses was common in urban areas where there were wage-earners. It was wholly unknown in pre-British times. Tenancy in such cases was usually on a monthly basis and rent was paid in cash. In rural areas, loaning of farms was rare except in congested areas where there was a shortage of farmland. Where a farm was loaned, rent was usually paid in kind, a portion of the crops often being made over by the tenant to the landlord.

Where title to land was granted by the Governor, the occupier might not alienate without the consent of the Governor.

In the Northern Region the Native Authority (Control of Settlements) Regulations empowered Native Authorities to declare settlement areas, divide each settlement area into agricultural holdings, residential and trading plots, communal grazing areas and catchment areas, etc., issue titles to settlers, revoke such titles and approve transfers and mortgages.

#### AGRICULTURE

Statistics of production of the principal crops are given in the table on p.66. The majority of the figures are based on the World Census of Agriculture, 1950-51, but in one or two instances estimates have been made for 1954. In the case of some crops the calendar year coincides with the crop year, but in others the crop years vary considerably.

The most important food crops are guinea corn and millet in the north and yams in the south. Rice, maize and cassava are grown in many parts of the country. The main export crops are cocoa, palm kernels, palm oil, groundnuts, rubber, cotton and bananas. Brief particulars of the principal food and export crops are given below.

#### *Guinea Corn*

According to the sample census (1950) the total area under this crop was 4,175,000 acres producing 1,776,000 tons. The figures for 1954 have been estimated at roughly 4,500,000 acres producing approximately 1,950,000 tons. The yields in most areas were good, an average may be taken as 8 cwt. per acre, although the range of climates, soils and methods of planting cause wide variation. Guinea corn is a peasant crop produced by peasant farmers throughout Northern Nigeria. There is less guinea corn and more millet in the extreme north. It is prepared by traditional methods, usually threshed in a mortar, the bran being taken off by further pounding and the grain ground by hand stones.

Marketing takes place at all stages from the producer himself to small middlemen, contractors and major employers of labour. There was little organisation or control. Scarcity-induced peak prices ranged from £30-£40 per ton during August and September, 1954, but a fall to the more normal range of £20-£30 per ton took place after the harvest. Rainfall was above normal and in several places was the highest ever recorded. The high prices brought about by scarcity the previous season led to increased acreages being planted and prices returned to normal.

In the growing of guinea corn the calendar and the crop year coincide.

### *Millet*

As in the case of guinea corn the calendar and crop year coincide. No further assessment of the total area under this crop has been possible. The figures obtained by the sample census in 1950 were 3,169,000 acres producing 927,000 tons. The census figures indicate a yield of about 5 cwt. of grain per acre. Production is entirely in the hands of individual peasant farmers and the crop predominates in areas of comparatively low rainfall. It is prepared for marketing by the same traditional methods as those described above for guinea corn.

The production of this crop in 1954 was generally above average although some early drought affected yields, which were generally not as good as those of guinea corn.

### *Groundnuts*

Here again the calendar and crop years coincide. In the Eastern and Western Regions, groundnuts are grown by peasant farmers, mostly for local consumption, and are marketed through the usual village markets.

In the Northern Region the acreage under groundnuts was reduced, as farmers found that they had cut their corn acreages too much the previous season. The estimated acreage may therefore be reduced to some 1,900,000 acres, producing 525,000 tons, of which some 372,700 tons were available for export.

Yields were generally good, the high rainfall in the Northern area favouring groundnut products. Groundnuts are grown mostly by individual peasant farmers in the Kano, Katsina, Bornu and Sokoto Provinces. The bulk of the crop is decorticated by pounding in a pestle and mortar and winnowing. In some remote areas, hand decortication is practised. Suitable types of hand decorticators have been found and their use was being advocated throughout the groundnut area. Trials of larger machine-driven types were being conducted.

Four privately owned groundnut oil mills in Kano had a total annual capacity of approximately 100,000 tons of groundnuts. During 1954 they processed 78,434 tons of groundnuts and after supplying local requirements 30,633 tons of oil were exported.

Marketing arrangements were in the hands of the Groundnut Marketing Board, later succeeded by the Northern Region Marketing Board.

Firms and traders were appointed as licensed Buying Agents on commission. The producer price was again fixed at £36 per ton on rail, subject to transport differentials. Further details are given in the section on Agricultural Marketing Boards (p. 54 *et seq*).

### *Cotton*

The crop year extends into the succeeding calendar year.

The total area under crop according to the sample census (1950-51) was 903,000 acres. Considerable extension has since taken place in Bauchi and Adamawa Provinces as well as in areas where cotton was previously grown, so that acreage in 1954 may be estimated at over 1 million. Purchases for export in 1953-54 were 71,535 tons seed-cotton. A considerable quantity, which cannot be assessed, is used locally for hand-weaving.

Yields are difficult to indicate, as much of the crop is planted as a late catch-crop on newly cleared land, which in years of short rainfall may produce but little. A figure of 300 lb. seed cotton per acre for main crop planting may, however, be tentatively adopted.

Cotton is produced by individual peasant farmers. Seed distribution is organised by the Agricultural Department in co-operation with the British Cotton Growing Corporation.

Ginning of the export crop was carried out by the British Cotton Growing Corporation at eight ginneries distributed over the main cotton-growing areas.

Plans for the development of a cottonseed crushing industry were under consideration by the Northern Regional Authorities.

Marketing arrangements were previously under a Cotton Marketing Board which, like the Groundnut Marketing Board was merged into the Northern Regional Marketing Board. Further details are given in the section on Agricultural Marketing Boards (p.54 *et seq*).

The high rainfall caused a certain amount of water-logging in the months of August and September, but the first pickings indicated similar yields to those of 1953.

Distribution of "260" improved seed from the Daudawa Multiplication scheme continued. The total distribution was 14,421 tons, compared to 13,588 in 1953.

### *Yams*

The crop and calendar year are different. The planting of yams takes place in November-December or March-April for harvesting some twelve months later.

Yams are grown by peasant farmers in the Eastern and Western Regions and in the southern provinces of the Northern Region. They cannot be produced between latitude 11° and 12°N.

More yams are produced in the Eastern Region than elsewhere and the festival of the New Yam plays a considerable part in the traditional way of life in the Eastern Region. At the time of the sample survey of 1950-51 there were 1,446,000 acres of this crop in the Eastern Region

and the Cameroons, producing 5,486,000 tons of yams. It seems probable that the acreage and production have increased since then.

Yields per acre vary with the variety, the fertility of the soil and the time of planting and may be as low as 2,000 lb. and as high as 14,000 lb. The application of fertiliser can increase yields by some 50–60 per cent on the average.

The bulk of the crop is not processed although some is turned into yam flour by slicing, drying and pounding.

Yams are marketed for internal consumption in the normal way through village markets. A considerable quantity of yams was sent from Ogoja Province in Eastern Nigeria to supply the overpopulated areas in Owerri Province, and from Ilorin and Kabba in the North to the cocoa-growing areas of the Western Region.

High rainfall produced good yields and prices were maintained by the continued demands from the cocoa-growing areas. The prices normally range from £7 to £46 per ton and are occasionally higher according to season.

### *Rice*

Rice is grown throughout Nigeria, the largest areas being in the Northern Region. The 1950–51 sample survey gave the acreage in the Northern Region as 305,000 with a production figure of 156,000 tons.

Rice is a peasant crop and there were no large-scale schemes, although there was a certain amount of mechanical cultivation or irrigation being carried out in the Northern Region. In the Eastern Region steps were being taken by the Agricultural Department to encourage rice planting in the mangrove swamp areas of Calabar and Rivers Province. The majority of the Eastern Region rice acreage was in Ogoja Province where production was expanding steadily.

Yields vary from as low as 500 lb. of paddy rice to the acre to 1,300 lb. On good soils in the Eastern Region the yield has been as much as 1–1½ tons.

Processing is mainly done by parboiling, pounding and winnowing, but a number of rice mills have been installed in the Northern Region. In the Eastern Region the Agricultural Department has erected mills in certain marginal areas to encourage rice-growing; once a mill had been established it was sold to private enterprise. There was a thriving industry at Abakaliki, in the Eastern Region, where there were 48 privately owned mills in operation. Middlemen buy the rice from farmers in the outlying districts and then distribute it throughout the region after it has been milled at Abakaliki. It was reported that some 30,000 tons of paddy rice were milled at Abakaliki during 1954.

There was also an increase in small rice mills in Abeokuta Province in the Western Region where there were 71 mills in operation. A mobile mill operated in conjunction with a mobile thresher proved to be very popular in Oyo Province.

There were no exports of rice and marketing was carried out through complex channels of local trade. The rice may pass through a dozen



agencies between the farmer and the eventual consumer who purchases it by the cigarette "cup" in his local market. In the North prices to the producer varied between £30-£60 a ton.

### *Maize*

The crop and the calendar year coincide. The sample survey of 1950-51 estimated that there were a total of 2,509,000 acres under maize in Nigeria and the Cameroons producing 198,000 tons. It is grown by peasant farmers, mostly women, throughout the Regions and the average yield is difficult to estimate. Maize is generally grown as an intercrop, when an average yield of 755 lb. of dried grain per acre may be expected, or as an early catch-crop. When grown as a sole crop, on good soil, a yield of 1,200 lb. per acre can be expected.

In certain urban areas there were a number of power-driven corn grinders owned by African business men and these were becoming more numerous in the Western Region. In the main, however, maize was not processed, except by hand pounding, and much of the crop was eaten on the cob.

For domestic consumption, maize was marketed through village markets and sold by the cob, either green or dried. The price varies with the season.

There was no export of maize.

### *Cassava*

The season for cassava-growing varies, but is usually from July-August in one calendar year to the same period in the following year.

Cassava was grown in all the Regions and was becoming particularly important in the Eastern Region because the planting material was readily available and less expensive than seed yams and the average yield higher than that of yams. In the sample survey of 1950-51 the acreage devoted to cassava in the Eastern Region was given as 1,491,000 and this was increasing. There had also been a considerable increase in the cassava acreage in the Northern Region, which was estimated at 347,000 in 1950. The total production figure for Nigeria in 1950 was estimated at 9,216,000 tons.

Cassava responds well to fertiliser application and in the Eastern Region it was used by the Agricultural Department as a demonstration crop. It is a peasant crop, largely grown by women, and the yields per acre in the Eastern Region vary from 7,000 to 11,000 lb. dependent upon the soil and whether it is grown as an inter-crop or as a sole crop. In the Northern Region the average yield varies from 2 to 3 tons per acre.

In the Northern Region cassava is eaten in root form after cooking but in the Eastern and Western Regions, although it may be sold in the market as tubers, it is more usually processed by hand, either as fermented cassava or as farina, known locally as "garri." In the former case, the tubers are soaked in still water until the central core is quite soft and the outer skin easily removable. It is then made up into small

balls and sold. In making garri the tubers are peeled and grated and then fermented in a bag; when ready the coarse flour is fried in large shallow pans with a little palm oil and then dried for sale.

Cassava products are sold in native markets in the normal way. There is a large internal trade in garri to the Northern Region. There was no export trade.

### *Benniseed*

This crop is grown only in the Northern Region and the season coincides with the calendar year.

The acreage under benniseed was estimated in 1950 to be 120,000. It was likely that there had been an extensive increase of the crop since then. Purchases for export in the calendar year 1954 amounted to 16,180 tons. Yield is estimated at 2 cwt. per acre, and the crop is produced by individual farmers mainly of the Tiv tribe in Benue Province. Curing is carried out by bundling and stacking in the field. Threshing then takes place by shaking out the sheaf.

Marketing arrangements are similar to those for groundnuts. The price was maintained at £36 per ton.

### *Soya Beans*

This crop is also grown only in the Northern Region and the season and calendar year coincide.

The estimated area under Soya Beans was 35,000 acres in 1954. Purchases for export in the financial year April, 1953, to March, 1954, were 8,731 tons, compared with 3,884 tons the previous year. Yields were about 5 cwt. per acre and the price remained at £20 per ton. Very little was consumed locally.

### *Sugarcane*

Sugarcane is found only in the Northern Region, where the acreage was estimated at 24,000 in 1950.

No reliable production figures were available but the average yield was estimated to be about 20 tons per acre. The crop is grown by peasant farmers and most of it is sold for chewing. About 557 horse-driven cane mills operated during 1954 and produced 4,500 tons of molasses sugar.

The marketing of sugarcane was completely in the hands of local traders and sugar-crusher operators and the prices varied according to locality.

The incidence of "red-rot" disease appeared to have lessened in intensity but was still present. Free samples of imported sugar reduced the demand for the locally produced jaggery type.

### *Tobacco*

The main crop of tobacco is grown in the wet season, June-January, but there is also a dry season crop in November-March.

The production of ordinary native tobacco cannot be estimated but some 9,000 acres were grown for the manufacturers of cigarette tobacco mainly in the Zaria and Sokoto Provinces of the Northern Region.

The local crop was produced by individual farmers and the yield was about 300 lb. of cured leaf per acre. Staff of the Nigeria Tobacco Company organised the distribution of seedlings of Virginia Hybrid tobacco to the farmers and supervised the planting. Curing was carried out by air-drying on racks in temporary barns erected by the growers.

The Nigerian Tobacco Company's cigarette factory at Ibadan was the only factory of its kind in Nigeria, and one of the most modern and up-to-date factories in the country. Highly mechanised methods of production were used in all departments. The factory employed over 600 workers and had usually about 50 trainees. It manufactured 95 per cent of the machine-made cigarettes in Nigeria, its output being roughly 2,500 million cigarettes per year. The Company is a Nigerian subsidiary of a leading British tobacco manufacturing firm. It had its own training centre and with a staff of about 100 African Agricultural Extension Workers was largely responsible for the development of Nigerian tobacco cultivation. The local tobacco, grown by independent farmers with the assistance and advice of the Company's staff, produced some 40 per cent of the factory's raw materials. One brand of cigarette was being almost entirely made from Nigerian tobacco and the others were blended with imported leaf.

Purchases of cigarette leaf were made by the Company at points throughout the growing areas at prices, according to grade, averaging about 1s. per lb. There was also considerable local trade in tobacco for smoking and snuff. The flowers were used for staining the teeth.

The year 1954 was favourable and it was expected that the crop would be about 90 per cent higher than in 1953.

#### EXPORT CROPS

##### *Cocoa*

Estimated figures of the acreage under cocoa were :

	acres
Western Region . . .	550,000
Eastern Region . . .	5,000
Cameroons . . .	47,000

The total quantities of cocoa passed for export in the calendar years 1953 and 1954 were :

	1953	1954
<i>Main Crop</i>	<i>Tons</i>	<i>Tons</i>
Grade I	88,504	75,596
Grade II	391	1,459
<i>Light Crop</i>		
Grade I	5,084	14,786
Grade II	1,999	1,956

In the Western Region cocoa production was concentrated mainly in the centre and south-west and both production and trade were in the

hands of Yorubas. In the Eastern Region the main centres of production were Ikom in Ogoja Province, Bende in Owerri Province, and Arochuku in Calabar Province. Cocoa is a peasant crop but the Eastern Region Authorities have taken a new interest in it and £5,000 was voted from Regional funds to develop a planting programme. The Regional Agricultural Department has been charged with investigations.

The marketing of cocoa was formerly carried out by the Nigeria Cocoa Marketing Board but this ceased to exist when the new Regional Marketing Boards came into being in September-October, 1954. Further details of this area are given on pp. 54-56.

### *Oil Palm*

The estimated figure of the acreage under production in the Eastern Region was 493,000 acres. No figures are available from the Western Region or the Northern Region.

The produce graded for export in the calendar years 1953 and 1954 was:

<i>Palm Kernels</i>	<i>1953</i>	<i>1954</i>
	<i>Tons</i>	<i>Tons</i>
Western Area	197,854	223,530
Eastern Area	224,483	224,323
TOTAL	<u>422,337</u>	<u>447,853</u>
 <i>Palm Oil</i>		
Western Area	27,438	29,066
Eastern Area	209,546	197,305
TOTAL	<u>236,984</u>	<u>226,371</u>

Oil palms are grown in all three Regions but to a far greater extent in the Eastern Region than in the North and the West.

Apart from the large areas of oil palms grown for commercial purposes there are a very great number of these trees scattered indiscriminately in the bush. In the main the products of these are used locally or the palms are tapped for wine.

In the Western Region palm produce for export comes chiefly from the wetter areas of the Delta Province. In the Northern Region oil palms are grown in favourable situations up to latitude 10° North and occasionally further. The only areas of commercial importance, however are in the Igala Division of Kabba Province, where conditions approximate to those in the Eastern Region.

In the Eastern Region the initial production of palm produce and the primary marketing was in the hands of the peasant farmers, the few commercial plantations accounting for only a fraction of the total output.

Palms under peasant management were either communally or individually owned. Yields per acre were low and averaged 664 lb. of oil and 668 lb. of kernels.

Marketing arrangements were highly organised. Fixed prices were

guaranteed to the producer for kernels and different grades of oil a year in advance. In the past, these prices had been determined by the Nigeria Oil Palm Produce Marketing Board, but these functions were assumed by the Regional Marketing Boards. Licensed buying agents were appointed and the Department of Marketing and Exports made arrangements for the evacuation of produce from the ports. A price incentive for high grade oil has done much, in recent years, to improve the quality of Nigerian Palm oil shipped for export. This improvement was necessary in view of increasing competition from Malaya, the East Indies and the Congo.

Oil extraction was still carried out mainly by village methods and by a large number of hand presses and nut-crackers, but the number of Pioneer Palm Oil Mills was steadily increasing. The Eastern Regional Production Development Board had 66 mills in operation in 1954 and a further 12 under construction, the Western Regional Production Board had erected 25 mills in the Delta and Benin Provinces, and there were 3 mills in Kabba Province in the Northern Region. In addition, there was one large privately-owned and one quasi-Government operated extraction unit based on extensive plantations.

The West African Institute for Oil Palm Research near Benin demonstrated that oil extraction rates averaging 20 per cent and over can be obtained in an efficiently operated Pioneer Mill, as against the usual 10 per cent by native methods.

The Institute continued to investigate problems of the oil palm and was concerned with the production of improved seed. Seed germination and the subsequent distribution to farmers remained a responsibility of the Departments of Agriculture.

### *Rubber*

The most recent figures available were those from the sample survey of 1950-51. Rubber is grown mainly in the Benin and Delta Provinces of the Western Region where the acreage was given as 250,000, and in the Eastern Region and the Cameroons where there were 7,000 acres at the time of the survey.

Exports of rubber for 1954 totalled 20,823 tons.

There were two plantation-scale undertakings, one of which was privately owned and the other partly privately and partly Government owned. Most of the rubber production was, however, in the hands of peasant farmers.

### AGRICULTURAL DEPARTMENT

For the major part of 1954 the development and organisation of agriculture was still under the control of the central Ministry of Agriculture to which the Regional Departments of Agriculture were responsible. Under the new constitutional arrangements of 1st October, 1954, however, agriculture became the responsibility of Regional Departments under Regional Ministries of Agriculture. At the same time provision was made for the establishment of a Federal Department of Agricultural

MINISTER	MATTERS	DEPARTMENT	TITLE
The Honourable Adegoke Adelabu, M.H.R.	Agricultural, forestry and veterinary research. Animal health in Lagos. Fisheries research. Fisheries development in Lagos. Federal institutions of higher education. Education in Lagos. Medical research. Health services in Lagos. Dangerous drugs. Chemical services. Pharmacy. Quarantine. Registration of births, deaths and marriages in Lagos.	Department of Agriculture. Forestry Department. Veterinary Department. Education Department. Department of Medical Services.	Minister of Natural Resources and Social Services.
The Honourable R. A. Njoku M.H.R.	Trade and commerce among the Regions, the Southern Cameroons and Lagos. External trade. Commercial and industrial monopolies. Companies. Copyright. Industrial development. Industrial research. Insolvency. Insurance. Patents, trade marks, designs and merchan- dise marks. Registration of business names. Relations with the Nigerian Central Mar- keting Board. Weights and measures.	Department of Commerce and Industries. Department of Marketing and Exports.	Minister of Trade and Industry.
The Honourable Chief Festus Sam Okotie-Eboh, M.H.R.	Labour including industrial Relations, trade Unions and Welfare of labour. Social Welfare in Lagos. Co-operative Societies in Lagos. Workmen's compensation.	Department of Labour. Co-operative Department. Social Welfare Service.	Minister of Labour and Welfare.

*Eastern Region Department of Agriculture*

In the Eastern Region, also, agriculture came within the portfolio of the Minister of Natural Resources. The establishment of the Department included:

<i>Grade</i>	<i>Establishment</i>
Director of Agriculture . . . . .	1
Deputy Director of Agriculture . . . . .	1
Senior Agricultural Officer . . . . .	1
Agricultural Officers . . . . .	5
Senior Assistant Agricultural Officer . . . . .	1
Assistant Agricultural Officers . . . . .	10
Senior Agricultural Assistants . . . . .	5
Agricultural Assistants . . . . .	43
Field Overseers . . . . .	70

*Western Region Department of Agriculture*

In the Western Region agriculture came within the portfolio of the Minister of Agriculture and Natural Resources. The establishment of the Department included:

<i>Grade</i>	<i>Establishment</i>
Director of Agriculture . . . . .	1
Deputy Director of Agriculture . . . . .	1
Assistant Directors . . . . .	2
Principal Agricultural Officer . . . . .	1
Senior Agricultural Officers . . . . .	4
Senior Specialist . . . . .	1
Agricultural Officers . . . . .	20
Agricultural Superintendents . . . . .	8
Assistant Agricultural Officers . . . . .	14
Senior Agricultural Assistants . . . . .	6
Agricultural Assistants . . . . .	87
Field Overseers . . . . .	71

The work of the Regional Agricultural Departments, along with that of the Veterinary Departments and Produce Inspection Services, towards the development of agriculture and improvement of crops is dealt with later in this Chapter.

## AGRICULTURAL MARKETING BOARDS

The original Nigeria Produce Marketing Boards were the Nigeria Cocoa Marketing Board, established in 1947, and the Nigeria Oil Palm, Groundnut and Cotton Marketing Boards, each established in 1949. These Boards worked on a country-wide basis and handled a single commodity or group of commodities. Their operations covered the marketing of the produce which they handled in all parts of the country and also extended to the shipment, export and overseas sale of the produce subject to their Ordinances. The primary responsibilities of these Boards related to the fixing and stabilisation of producer prices and, from the reserve funds which they accumulated in the course of their operations, all four Marketing Boards made large contributions to the Regional Production Development Boards. They also contributed

largely towards the endowment of scientific research affecting their produce.

All four Boards used the Government Department of Marketing and Exports as their executive organisation in Nigeria and the Nigerian Produce Marketing Company Limited as their selling organisation in London.

Under the new constitutional arrangements of 1st October, 1954, these Commodity Marketing Boards were replaced by single "all purpose" Marketing Boards in each Region (including the Southern Cameroons), responsible for all the purchasing arrangements within the Region and for price stabilisation, research and development policy. These new Regional Marketing Boards were established in the Northern, Western and Eastern Regions in time to exercise their functions in respect of the 1954-55 crop seasons, but it was not possible to complete legislation by the end of 1954 for the Southern Cameroons Marketing Board or for the Central Marketing Board. The Central Marketing Board was to have executive powers relating to the prescription of grades, calling forward, export, shipment, and overseas sale of produce on behalf of the Regional Boards and would also function in an advisory capacity to the Regional Boards.

The Regional Boards were to follow the general lines of policy of their predecessors in marketing matters and also took over various continuing commitments of the old Boards.

The Boards were making maximum use of normal trade channels in the purchase and export of Nigerian produce, by employing as their licensed buying agents commercial firms experienced in the Nigerian produce trade. Participation by Nigerians in the produce trade was particularly encouraged and the number of Nigerians appointed as licensed buying agents was progressively increasing each year, as was their share in the export produce trade. A number of measures designed to assist small Nigerian firms financially have been introduced by the Boards.

Licensed buying agents purchased scheduled produce at approved buying stations at gazetted minimum prices. These minimum prices, which were fixed for a whole crop season, were determined by the deduction of approved transport costs from the basic port prices. Competition amongst buying agents, however, often resulted in the paying of more than the gazetted minimum buying prices to the benefit of the producer. The system of orderly marketing and complete stabilisation of producer prices within a crop season or marketing year, which was a principal feature of the Marketing Boards' system, afforded the primary producer protection against day-to-day fluctuations in prices and eliminated internal speculation by produce buyers.

The Marketing Boards were required to purchase all produce, subject to their Laws, which was offered to them for sale. But for the greater part of 1954, i.e. in respect of the 1953-54 crop seasons, the marketing was carried out by the old Marketing Boards.



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GENERAL AGRICULTURAL RESEARCH AND IMPROVEMENT  
OF QUALITY*Improvement of Quality*

Marketing Board produce was being sold overseas by the Central Marketing Board under increasingly competitive conditions. Before the reconstruction of the Marketing Board system the long-term selling Agreements which the original Marketing Boards had with the U.K. Ministry of Food were terminated by mutual consent.

To a steadily increasing extent, Marketing Board produce was being shipped and sold overseas against individual open marketing contracts. Nigerian produce, especially oils and oilseeds, were thus selling in direct competition with produce from other sources of supply and under discriminating marketing conditions the need to maintain and improve quality was being increasingly felt. The Regional Marketing Boards were fully conscious of this need and steps were being taken to pursue the policy of their predecessors in introducing improvements.

At the request of the Eastern Regional Marketing Board, the Nigeria Oil Palm Produce Marketing Board (then discharging the functions of the Central Marketing Board which had not been established) revised the grade structure of palm oil at the end of 1953. The previous special grade of palm oil was replaced by two new grades, i.e., special grade "A" containing free fatty acid content not exceeding  $3\frac{1}{2}$  per cent at time of purchase, and special grade "B", with a free fatty acid content of from  $3\frac{1}{2}$  per cent to  $4\frac{1}{2}$  per cent at time of purchase. The Eastern Regional Marketing Board believed that this new system of grading would discourage the widespread practice of blending which was preventing the highest quality of oil palm from reaching the export market. These measures have been introduced in order to meet competition as it was found that Nigeria Special Grade Palm Oil was being placed at a considerable disadvantage by palm oil of an appreciably higher quality reaching overseas markets from other sources of supply. The new grade structure of Palm Oil applies in all Regions and high quality oil was being produced in increasing quantities in the Western Region. The price structure for palm oil adopted by both the Western and Eastern Regional Marketing Boards in the 1955 Marketing year was also designed to induce an improvement in the quality of production.

The Northern Regional Marketing Board was no less alive to the urgent need to improve quality of their produce and in the 1955-56 crop season a special grade of groundnuts was to be introduced which would command a premium. By a suitable price inducement it was hoped that more care would be taken in decorticating the groundnuts, thus increasing the quantities of whole nuts purchased as opposed to the present high percentage of broken nuts; the free fatty acid content of badly broken nuts rises rapidly and this was resulting in heavy quality allowances in overseas markets. It was hoped that the introduction of the new grade would popularise the more extensive use of hand-operated machine decorticators.

COLONIAL REPORTS: NIGERIA 1952

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## Production of Farm Crops

CROPS	AREA IN ACRES				TONNAGE				AVERAGE YIELD IN LB. PER ACRE			
	Northern Region	Western Region	Eastern Region*	Total	Northern Region	Western Region	Eastern Region	Total	Northern Region	Western Region	Eastern Region	
Rice	305,000	9,000	45,000	359,000	156,000	3,000	22,000	181,000	1,108	900-1,500		
Maize	354,000	1,753,000	402,000	2,509,000	149,000	188,000	198,000	535,000	672	400-2,000	755-1,200	
Cassava	347,000	459,000	1,491,000	2,297,000	1,308,000	1,718,000	6,190,000	9,216,000	5,600	13,440-26,880	7,000-11,000	
Yams	511,000	588,000	1,446,000	2,545,000	2,077,000	1,576,000	5,486,000	9,139,000	2,240-11,200	4,480-8,960	2,000-10,000	
Cocoyams	13,000	136,000	465,000	614,000	13,000	107,000	638,000	758,000	—	—	3,200-4,250	
Cowpeas	1,055,000	199,000	39,000	1,293,000	177,000	33,000	7,000	217,000	—	300-800	—	500
Okra	12,000	31,000	30,000	73,000	2,000	7,000	8,000	17,000	—	—	—	235
Peppers	21,000	58,000	53,000	132,000	2,000	4,000	4,000	10,000	—	300-500	—	286
Groundnuts	1,900,000†	—	13,000	1,913,000	525,000†	—	3,000	528,000	—	—	—	—
Millet	3,169,000	—	—	3,169,000	927,000	—	—	927,000	11,200	—	—	—
Guineacorn	4,592,500†	—	—	592,500	1,953,600†	—	—	1,953,600	17,920	—	—	—
Cotton	1,000,000†	—	—	1,000,000	—	—	—	—	300	—	—	—
Beniseed	120,000	—	—	—	—	—	—	—	224	—	—	—
Sugarcane	24,000	—	—	—	—	—	—	—	44,800	—	—	—

\*The figures for the Eastern Region include figures for the Cameroons.

Note. The figures in this table are largely based on the Sample Survey taken for the World Census of Agriculture in 1950-51.

Those figures marked † are estimates for 1954.

new markets and their maintenance was to be borne by the Northern Regional Marketing Board, as no revenue was obtained by way of fees levied at cotton markets.

The Nigeria Cotton Marketing Board, through its Cotton Co-ordinating Officer, also made funds available for the improvement and extension of feeder roads to facilitate the local marketing of seed cotton and its evacuation to the ginneries.

### Tree Crops

<i>Crop</i>	<i>Areas in acres</i>	<i>Tonnage</i>
Banana	27,000	59,000
Cocoa	602,000	110,000
Palm Oil	{ 493,000	226,371
Palm Kernels		447,853
Rubber	26,000*	3,000*

*Note*—All the figures for tree crops are those given in the Sample Survey of 1950-51 with the exception of the palm produce figures which are estimated figures for the Eastern Region only in 1954.

\* Plantation figures only.

### ANIMAL HUSBANDRY

The total numbers of livestock in Nigeria were not known. Various estimates have been made. Figures based on Jangali tax returns are given below:

<i>Region</i>	<i>Cattle</i>	<i>Sheep</i>	<i>Goats</i>	<i>Pigs</i>
Northern . . .	4,097,541	1,988,701	4,789,667	57,799
Western . . .	91,000	190,500	320,000	25,000
Eastern . . .	70,150	600,000	1,000,000	32,000
<b>TOTAL</b> . . .	<b>4,258,691</b>	<b>2,779,201</b>	<b>6,109,667</b>	<b>114,799</b>

*Cattle.* The cattle in the Northern Region were mainly of the humped breeds. In the Eastern and Western Regions the small humpless breeds were found.

In the Northern Region the cattle were owned partly by nomadic pastoralists, but mainly by settled or semi-settled Fulani and Hausa people who maintain their cattle in their home areas in the wet season and send them to grazing areas along the river courses in the dry season. This seasonal movement involves journeys of from 20 to 200 miles. Distribution in the wet season is dictated by the prevalence of the tsetse fly and over 80 per cent of the cattle had their home grazing grounds in the six northernmost provinces.

In the Western Region the two largest cattle groups indigenous to the region are the Muturu, or West African Shorthorn, and the Keteku. The West African Shorthorn were chiefly found in the high forest country of Ondo, Benin and Delta Provinces, although there were also many herds in Abeokuta Province and the Colony. Most of these herds of Muturu were communally owned. The Keteku cattle were well-established in the North and East of Oyo Province, where they were

nearly all owned by Fulani who had settled in these districts for many years. In recent years Ndama cattle from French Guinea have also been established in Oyo Province, having been imported under the aegis of the Agricultural Department.

The only exotic stock introduced into the Western Region were at the Agege Dairy where a small herd of Montbelliard cattle from the French Cameroons and a Friesian bull from the United Kingdom were under trial for increased milk production.

The Eastern Region can be divided geographically into mountain savannah and high forest areas. The mountain area, which comprises mainly the Trust Territory of the Southern Cameroons as well as part of Ogoja, had the largest cattle population, approximately 237,000. In the savannah areas there were approximately 30,000 and in the high forest areas 40,000.

The distribution of breeds can be divided as:

Mountain areas:	80% Red Fulani	Savannah areas:	West African shorthorn
	10% Adamawa		
	10% Crosses and other Zebu cattle	Forest areas:	West African shorthorn

In addition, in the mountain areas, there were some small groups of Montbelliard cattle—a breed of economic importance in the French Cameroons.

The Zebu cattle of the Southern Cameroons were almost entirely owned by Fulani. The average herd size was 80 head, but there were several owners with over 1,000 head. The West African shorthorn was mainly distributed among local chiefs who use them for purposes of dowry and ceremonial occasions.

*Sheep and Goats* are both found throughout Nigeria. There was a little herding on a communal basis in some areas but in the main the animals live in the households and compounds and are kept by all classes of the population in towns and villages. They are generally given free range to forage for themselves and are not grazed.

*Pigs* are of two types, the indigenous native pig, and the exotic stock bred at Government farms and institutions and by a small number of private individuals. The indigenous pig is found scattered throughout the Western and Eastern Regions.

*Horses* were mainly restricted to the Northern Region where they were kept for transport.

*Poultry* were likewise scattered throughout the country and few families do not own some. Exotic stock has been imported and large numbers have been distributed to poultry keepers. Unfortunately, indifference to poultry husbandry requirements and the prevalence of poultry diseases take a heavy toll each year.

### *Livestock Products*

*Meat.* The Western and Eastern Regions, excluding the Trust Territory of the Southern Cameroons, were dependent on outside supplies

for meat. The following approximate figures for 1953 give some indication of the traffic.

	Cattle	Sheep	Goats
<i>Railings from Northern Region</i>			
To Western Region . . . . .	64,969	45,709	5,095
To Eastern Region . . . . .	42,763	462	584
<i>Movement of animals on the hoof</i>			
From Northern Region to Western Region	101,535	48,355	24,164
From Northern Region to Eastern Region	6,746	732	552

The trade in dried meat at Nguru continued on a considerable scale, 27,105 cattle being killed as compared with 25,858 in the previous year. The tonnage of dried meat railed, however, decreased from 2,309 tons to 1,723 tons. The price paid for this product in the south ranged from 2s. 6d. to 1s. 6d. and 1s. 3d. per lb.

Marketing of fresh meat followed the chain of cattle trader, wholesale butcher, retail butcher and retailer meat stalls. Prices throughout the country varied as the following figures illustrate:

*Meat Prices per lb.*

	Lagos	Ibadan	Kano	Enugu
April, 1953	2s. 6d.	2s. 6d.	2s.	1s. 6d. (without bone)
March, 1954	2s. 6d.	2s. 6d.	1s. 2d.	1s. 3d. (without bone)

Productive activity for the supply of fresh meat in the Northern Region was organised by the breeders who maintained herds and flocks and sold off their surplus stock to traders. Selective breeding was being practised by those breeders who set themselves standards within the bounds of the breeds and the environment.

In the Western Region efforts were being made to increase livestock production amongst the stockowners. The Muturu breed of cattle in the communal herds had hitherto been of little economic importance to their owners. Schemes were initiated for the kraaling and herding of these cattle under the responsibility of the Local Authorities and it was hoped that this would lead to an increase in the number of stock.

In the Eastern Region trade, cattle herds from the Northern Region and the Cameroons were split into smaller groups at the main markets and these were then diverted into the small and numerous slaughter markets. Animals other than trade cattle were generally killed by their owners and little of this meat reached the markets.

Throughout the country the cattle are brought to the large markets by traders. They are bought by butchers who then trek them to innumerable slaughter markets.

In Nguru and district a large number of cattle were killed for conversion to dried meat, which was forwarded to the South.

*Hides and Skins.* Production figures for hides and skins were not available but in the year 1953, 6,012 tons of untanned hides, 2,502 tons of untanned goatskins, and 582 tons of untanned sheepskins were exported. The value of these exports exceeded £3,122,954 and was £101,370 more than the total figure for 1952.

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*Important Events of the Year affecting Livestock Production*

In 1954 the rainfall was more favourably distributed in the Northern Region and the Harmattan season consequently less severe, and there appeared to be little doubt that *Glossina Morsitans* had become more prevalent and that losses from trypanosomiasis in cattle herds trekking southwards towards their dry season grazing grounds were more severe.

There were no large epidemics affecting cattle, sheep and goats, but serious losses in poultry still occurred from Newcastle Disease and Fowl Cholera.

## VETERINARY DEPARTMENT

There was no change in the policy of the Veterinary Department during the year. The establishment throughout Nigeria consisted of 89 Senior Service Officers of whom 57 were qualified Veterinary Surgeons, and 368 Junior Service Officers and subordinate staff.

The total financial provision from Government sources for veterinary services was £392,470, including £96,830 from Colonial Development and Welfare funds.

The two main obstacles to increased livestock production are disease and environment. During the period under review the following outbreaks of disease were reported:

	No. of Outbreaks	Mortality
<i>Cattle</i>		
Rinderpest . . . .	326	2,700
Contagious Bovine Pleuro-Pneumonia . . . .	222	1,710
Blackquarter . . . .	269	200
Haemorrhagic Septicaemia . .	15	87
Anthrax . . . . .	12	60
Foot and Mouth . . . .	6	—
Tuberculosis . . . . .	2	—
<i>Goats</i>		
Caprine Pleuro-Pneumonia . .	6	—
<i>Horses</i>		
Epizootic Lymphagitis. . . .	5	—
<i>Dogs</i>		
Rabies . . . . .	40	54
<i>Sheep</i>		
Contagious Pustular D. . . .	1	1
<i>Fowl</i>		
Newcastle Epizootic . . . .	—	—
Cholera Epizootic . . . .	—	—
Pox Epizootic . . . . .	—	—

As in previous years mass immunisation was necessary to keep disease under control. The extent of such a campaign may be gauged



The Central and Regional Legislatures met three times during the year ; debates were lively and there were many constructive contributions, and a great deal of business was done. The House was fortunate in having the help of Mr. E. A. Fellowes, C.B., C.M.G., M.C., Clerk Assistant of the House of Commons, who was present at the Budget Meeting as an adviser to the President, the Clerk of the House and members on parliamentary procedure and who was appointed President for the meeting in August.

At the end of 1952 it was possible to look back on the first years' working of the Constitution and see to what extent it had been successful. When it first came into operation it was recognised that major difficulties would have to be overcome : the complexity of the structure, the danger to Nigerian unity which might be caused by the operation of centrifugal forces following the grant of greater powers to the Regions, and the facts that there was no party with an overall majority in the Centre and that the appointments of Central Ministers were subject to Regional approval made it inevitable that government at the Centre could only be by means of a coalition which might be unable to establish a clear-cut policy on controversial issues. Of its complexity there could be no doubt ; indeed a country as diverse as Nigeria could never have a simple Constitution ; the path from the primary elections to membership of the House of Representatives was long and involved, and to the intricacy of the elections was added the uncertainty in the early stages of party allegiance. There was no majority party in the House of Representatives on whose support the Council of Ministers could rely, nor was there an opposition, as it is generally understood ; there was a tendency on the part of members of the Council of Ministers and of the House to feel themselves mainly responsible each to his own Region, and it was frequently necessary for Ministers to do a good deal of lobbying and persuasion in order to gain support for Government measures. Yet the fact that a different party held supremacy in each of the Regions made any other arrangement impracticable. Since the Central Ministers shared collective responsibility and were bound to support the Council's decisions in the House, it was clear that the success of the Constitution would largely depend upon whether Ministers could free themselves from party or regional opinion if the national interest required it ; in spite of these difficulties the Council of Ministers accomplished a great deal of work and succeeded in receiving support in the House of Representatives for a considerable quantity of progressive legislation.

Thus, in spite of many difficulties, 1952 was a year of considerable achievement, not least in the Regions where the pace was set in overhauling the structure of local government, the furthering of education and health measures and the initiation of new experiments in agriculture. The Regional Governments took the initiative in preparing plans for further development in many spheres, and a number of Sessional Papers on educational, health, agricultural and forestry policies and on regional scholarships were presented to the Regional Houses. The internal stresses and strains were there but the year ended with a

### *Regional Improvement of Stock*

*Northern Region.* According to the joint Statement of Policy, livestock improvement was regarded as the responsibility of the Agricultural Department, except in specific instances. The following Veterinary Department Schemes were in progress:

(i) *Bulassa Livestock Investigation Centre, Birnin Kebbi*

With the release of £5,000 from capital development funds, work was commenced to establish the buildings, fenced paddocks, etc., necessary for investigation. Flocks of Red Sokoto Goats, Ouda sheep and a small herd of Gudali Cattle were built up. Investigation into helminthiasis in goats was carried out and yielded valuable results now being applied on a wider scale. Plans included: further disease investigation; breeding experiments, including progeny testing on the Red Sokoto Goats; pasture management investigation, and improvement experiments. General investigation and recording work was already in hand on breeding and growth rates, etc.

(ii) *Biu Livestock Investigation Centre*

Stock consists of Katabu cattle and poultry of imported Light Sussex and Rhode Island Red breeds.

The cattle showed a satisfactory increase and recording of milk yield and growth rates was in hand, as this Centre aims at improving the milk yield and ensuring continuous growth of calves.

The poultry were used to issue breeding birds and hatching eggs to African farmers. Considerable issues had already been made.

(iii) *Katsina Livestock Investigation Centre*

Situated on extremely poor "farmed out" soil, the main work of this Centre was to investigate methods of restoring fertility and grass cover. This work was put in hand. A herd of Rahaji cattle was maintained and a poultry improvement scheme was being developed and extended.

In addition two Horse Breeding Centres were at work in the Region (Sokoto and Katsina). From these, high quality stallions were sent on tour, thus providing good blood at subsidised rates, and a small amount of actual breeding with selected mares at the Centres was carried out.

*Eastern Region.* At the Veterinary Investigation Centre at Ezamgbo in the Eastern Region, work continued throughout the year in stumping, clearing and levelling land and in the planting of improved grasses; notably *Stylosanthes* and *Anxonobus*. This planting, together with grazing control by means of fences, resulted in a great improvement in ground cover and grazing during the year. Manure and rice bran were extensively used, the latter proving very useful in controlling erosion on the poorly covered areas.

## FORESTRY

Nigeria is a country mainly of savannah woodland, not of rich ever-green rain forest. The savannah woodlands, apart from narrow belts of forest along their water course, supply only small-dimension lumber and firewood for local use; the rain forest of the coastal belt alone yields export timber in large quantities.

The northern limit of this rain forest runs roughly along a line from Ilaro in the West, through Oyo, Ado-Ekiti, Onitsha, Abakaliki and Ogoja, to a little north of Mamfe in the Southern Cameroons in the east. The Northern Region falls entirely outside the rain forest belt; it is savannah country from which is extracted a limited amount of wood for domestic consumption. But the growth of these trees and shrubs is the only safe-guard against soil erosion available under the primitive system of peasant agriculture which prevails over most parts of the country. The greatest part of the tree growth in Nigeria should, in short, not be classed as forest but as essential agricultural fallow.

*Areas and Management*

At the end of 1953, Government forest reserves totalled 5,176 square miles, and Native Authority reserves and communal forests 25,328 square miles. There was no private freehold forest.

Forest policy in the three Regions was to build up permanent forest estates and to demarcate, protect and manage them on a sustained yield principle for the benefit of the people. The Forestry Ordinance makes provision for the setting aside of lands as permanent forest in three categories: Government forest reserves, Native Authority forest reserves, and communal forestry areas.

In the Northern Region in 1954 the forest estate was increased by 600 square miles of Native Authority forest reserves and 123 square miles of communal forestry areas, bringing the forest estate to a total of approximately 19,200 square miles or 6.8 per cent of the Region. Unreserved forest in the Northern Region was estimated to cover 82,000 square miles. Management was being introduced in the forest reserves wherever a sustained demand exists. Progress was recorded in a number of savannah reserves accessible to population centres, particularly in Plateau Province. Regeneration by coppice and sucker shoots was considered to be adequate, and planting was confined to a few areas where there was assured demand and no natural forest existed.

In the Rain Forests of the Eastern Region reservation was as complete as is practically possible, having made due allowance for agriculture. It was accepted that land outside forest reserves is potentially agricultural land whether or not it is covered in forest, and that any such forest might be exploited without control or replacement. The Forestry Regulations were applicable only to forest reserves. The Eastern Region made one main change in its forestry policy: while continuing to stress the importance of the forest estate as a regional and national asset, it placed the control and management of forest reserves

solely with the Forest Department acting under the Minister of Agriculture.

There were 2,689 square miles of Government forest reserves on communal lands in the Eastern Region and seven square miles on Crown land. It was not possible to sub-divide these areas into exploitable, inaccessible, etc. Many areas considered only recently to be of little immediate value, because of paucity of export species and markets and physical inaccessibility, were becoming the subject of promising utilisation enquiries as the result of the building of new roads. Management of the reserves was by the Chief Conservator assisted by a staff of professional forest officers, technical assistants, uniformed protective staff and clerks. Simple working plans were being made for each reserve or group of reserves. Exploitation was to be followed by regeneration, probably a form of line or spot planting of economic species grown in nurseries. Regeneration of fuel plantations was generally by coppice. The immediate aim of the Department was, by improving the stocking of economic species, to bring the reserves into production as rapidly as possible on the basis of sustained yield.

In the Western Region, too, reservation in the Rain Forest areas was as complete as possible. Regional forest policy accepted the basic principle that while ownership of the forests was recognised as being vested in the local communities, as represented by their Native Authorities or local government councils, the Regional Authority regarded the forest estate as a national asset which it was in duty bound to control and manage for the ultimate benefit of the country as well as of the owners themselves. The Western Region recognised its special responsibility in supplying the future timber requirements of the country, and was concentrating on increasing the productivity of the high forest estate. The greater part of the high forest reserves of the Region (total area approximately 4,000 square miles) were being placed under working plans which prescribe area control of felling over a period of 100 years, the estimated rotation, and conversion of the irregularly grown forest to a complete series of more or less even-aged coupes by encouragement of the regeneration and growth of the species of known economic value.

At the end of 1954 there were a total of approximately 2,432 square miles of Government forest reserve and 4,766 square miles of communal forestry areas in the Western Region.

### *Forestry Industry*

*Northern Region.* As most of the forest produce used in the Northern Region was taken from unreserved lands it was impossible to assess the area exploited. The volume of output on which revenue was collected was:

		<i>Solid Cubic Feet</i>
Logs	.	78,540
Sawn timber	.	199,968
Hewn and split wood	.	92,667
Firewood	.	2,659,206

Region the Government introduced proposals to provide for free, universal and compulsory primary education ; rates were raised in practically every area and plans were under consideration for the establishment of local education authorities ; and in the Eastern Region, many hitherto apathetic communities were infected by the desire for education, and progress was made in the raising of rates with a view to local communities eventually controlling the primary schools of the Region. The increasing tendency for local communities to bear the costs of primary education is encouraging in view of the heavy and increasing expenditure incurred by Government in grants-in-aid.

In the medical field the process of regionalisation was similarly completed, only certain services remaining under central control. The reorganisation of the Rural Health Services was perhaps the main task during the year, but satisfactory progress can also be recorded in the development of hospitals. Apart from the outbreak of yellow fever in the Eastern Region, which started in 1951 and continued into the early months of 1952, there were no serious outbreaks of epidemic disease.

The most interesting housing scheme was again to be found in Lagos where work continued on the Apapa reclamation scheme which, although industrial in its basic concept, provides for housing areas, close to the industrial sites, for those persons to be engaged in industry ; in the Eastern Region a planning scheme for Calabar was approved.

Social welfare activities, while at the moment mainly confined to Lagos, are nevertheless becoming of increasing importance in the Regions and there are signs that the Native Authorities are taking a greater interest in the matter. Mention is made in Chapter 7 of the Man O'War Bay Scheme, which is proving a most valuable experiment in training in leadership and initiative.

#### DEVELOPMENT SCHEMES

The Development Plan aims at building up the standard basic social services and economic requirements in order to lay sound foundations of future progress. The various schemes within the Plan make it possible to extend the scope of normal departmental activity. The original Ten-Year Plan of Development and Welfare was approved by the Legislative Council in 1946, but the Plan was revised in 1951. The revision had become necessary because of increased costs of services and goods, and because the need for greater flexibility became apparent on the introduction of the new Constitution.

Expenditure during 1951-52 lagged behind estimates due largely to the difficulty of recruiting skilled personnel and to the continued shortage of certain materials and equipment. Expenditure during the financial year 1952-53, however, indicates that the margin between planned and actual expenditure is narrowing ; this is due in the main to a general emphasis on and speeding up of development ; there is every prospect that the full appropriation will be spent. Details of the progress of development schemes during the year are given in the various chapters of Part II of this Report and full particulars may be

found in the half-yearly Reports on the progress of Development Schemes published by the Nigerian Government. A list of current schemes showing the expenditure incurred on them, is given in the Appendix on page 161. Some of the major schemes in hand during 1952 were :

*Broadcasting.* Work on the new transmitting station near Lagos was nearly completed during the year while progress was made on the new Broadcasting House in Lagos ; a quantity of new equipment was received and installed both in Lagos and in Kaduna and Enugu.

*Communications.* The ambitious trunk road improvement programme made satisfactory progress during the year and attention was paid to the construction or improvement of secondary roads ; telegraph facilities were further extended and the first steps were taken to replace, by radio telegraph, the major telegraph circuits at present carried on overhead wires.

*Buildings.* Work was completed, or in progress, on a number of important buildings including the Lagos automatic telephone exchange, the new Supreme Court and a six-storey block of offices in Lagos ; in the Regions a number of schools, training centres and hospitals were completed, and additions to Government accommodation were carried out in many Provincial and Divisional headquarters.

*Water Supplies.* Good progress was made in the provision of urban water supplies, five more towns being so supplied ; in the important deep drilling project at Maiduguri work was unfortunately brought to a standstill owing to an accident to the drilling tools, but it is hoped to start work again in 1953.

Species	Volume in cubic feet (round timber)	
	1953	1954
<i>Triplochiton scleroxylon</i> (Obeche) . . . . .	9,000,000	8,700,000
<i>Mitragyna ciliata</i> (Abura) . . . . .	2,250,000	850,000
<i>Khaya ivorensis</i> . . . . .	2,000,000	2,000,000
<i>Gossweilerodendron balsamiferum</i> (Agba) . . . . .	1,500,000	1,700,000
<i>Entandrophragma</i> spp. . . . .	2,000,000	2,500,000
Others . . . . .	7,500,000	7,500,000
TOTAL . . . . .	24,250,000	23,250,000

#### FORESTRY RESEARCH AND TRAINING

During 1954 forest research and education remained the responsibility of the Central Research Branch and the Forest School at Ibadan. Up to the end of September these were, in the main, separate organisations under the Inspector-General of Forests in Lagos.

With the introduction of the new constitutional arrangements on the 1st October, the post of Inspector-General of Forests was abolished and that of Director of Forest Research created. The Director was placed in charge of research and education, with his headquarters at Ibadan. At the same time, with the complete regionalisation of the Department, the Research Branch and the Forest School became more closely united but quite separate from the regional Forest Department. These changes had, however, very little effect on the immediate work in hand.

As before, forest research was divided into three main sections, silviculture, botany and engineering. Although there is a distinct amount of overlapping between silviculture and botany these sections are dealt with separately.

#### *Silviculture*

The Principal Research Officer was in charge of this. He had under him two Assistant Conservators working from Ibadan and one, attached to the Research Branch from the North, working from Jos.

The work of those at Ibadan was concentrated entirely on the silvicultural problems of the Western Region. These are mainly connected with the regeneration, mostly by natural means, of the areas of tropical rain forest. There are many problems concerning the present methods of natural regeneration. In an attempt to give answers to these problems investigations begun in 1952 and 1953 were continued during 1954. In particular, towards the end of the year, attention was given to the questions of removing from the forest large, uneconomical trees and cheaper methods of removing small weed trees. Investigations into the use of contact arboricides, hormone poisons, were started in November.

Another important matter which received attention was the system of numerically assessing the results of natural regeneration operations. The current system of seedling counts have not been entirely satisfactory and systems in use in the Gold Coast and Malaya were tried. These

investigations were continuing and there was every reason to believe they would be fruitful.

Work on artificial plantations was carried on by means of permanent sample plots. There were 26 of these being maintained in the Western Region.

In the North the one Assistant Conservator dealt with the very different problems which are found there. In the savannah areas which occupy most of the North, investigations were carried out in natural regeneration and plantations. Efforts to obtain natural regeneration were made by cultivating the land and obtaining sucker shoots and by the control of burning. Work on plantation and nursery methods was also being carried on mainly with exotics. In the Kurmi Forests investigations into natural regeneration were being carried on.

Except for a few permanent sample plots no work of this nature was carried out in the Eastern Region or the Cameroons.

### Botany

The work of the botanical section was mainly divided into two sections. First, by identification and classifying botanical specimens, knowledge of the individual components of the forest was obtained. Secondly, by studies of the forest over long periods, details of the formation and ecological changes going on in the forest were obtained.

Work on these two sections was continued during the year. The herbarium at Ibadan was maintained and added to and now contains over 22,000 specimens.

Ecological studies of the forest were started by laying down sample plots. So far this had only been done in the Western Region, but it was hoped at an early date to start work in the East as well.

The first part of Volume I of the revised edition of the *Flora of West Tropical Africa* was published during the year.

### Engineering

The Forest Engineer working at Ibadan spent a considerable amount of his time on advisory work; especially on the initiation of sawmill projects.

Small sawmill and timber testing experiments were carried out and also investigations into the effect of wood preservatives.

A pamphlet on timber identification was prepared for publication.

### Education

From January until September, the School was occupied with the normal type of first-year Forest Assistant's course which commenced in November, 1953. Eighteen students started the course and 13 successfully completed it.

The course was made up of students from the three Regions, as follows:

Region	No. of Students who started the Course	Number Resigned	Number Failed
North	2	—	1
West	9	1	—
East and Cameroons	7	—	3



## Exports of Logs and Lumber during 1953-54

SPECIES		LOGS		SAWN	
		Volume	Value	Volume	Value
		Cu. ft.	£	Cu. ft.	£
Abura	Mitragyna Stipulosa	2,393,240	490,564	35,024	19,221
Fara	Terminalia Superba	13,110	2,705	4,015	1,997
Afzelia	Afzelia Africana	6,466	2,445	7,752	4,070
Agba	Gossweilerodendron Balsamiferum	781,873	202,109	167,275	92,581
Antiaris	Antiaris Africana	3,364	976	—	—
Avan	Distemonanthus benthamianus	1,875	772	7,348	3,589
Ganarium	Canarium schweinfurthii	418	103	—	—
Dnta	Cistanthere papaverifera	11,088	3,614	9,827	5,094
Ebony	Diospyros spp.	2,937	5,036	37	20
Ekimi	Piptadenia Africana	10,327	3,721	501	256
Ekki	Lophira alata	—	—	24,286	11,992
Gedunohor	Entandrophragma macrophyllum	30,726	8,796	15,276	8,129
Guara	Guara thompsonii	107,422	35,568	126,060	67,643
Idgbo	Terminalia ivorensis	211,584	51,808	11,337	5,833
Iroko	Chlorophora excelsa	253,543	132,685	24,870	18,061
Mahogany	Kluya ivorensis	1,056,981	304,943	95,649	58,350
Makore	Mimusops spp.	3,448	1,085	261	120
Mansonia	Mansonia altissima	68,933	22,389	6,420	3,738
Obechie	Triplochiton scleroxylon	6,087,840	1,662,696	379,781	208,832
Omu	Entandrophragma candollei	1,209	419	383	190
Opepe	Sarcocephalus diderrichii	19,266	8,424	80,074	43,523
Sapele	Entandrophragma cylindricum	569,810	229,686	79,586	44,401
Ufile	Entandrophragma utile	—	—	—	—
Walnut	Lovos Klaineana	42,195	11,944	9,606	5,682
TOTAL ALL SPECIES		11,821,447	3,222,832	1,137,814	627,495

A new first-year course began on the 11th October, with 19 students, as follows:

North	.	.	1	(The student who failed the previous course)
West	.	.	6	
East	.	.	4	
Federal	.	.	6	(2 from the East, 3 from the West, 1 from the Cameroons)
Sierra Leone	.	.	2	

At the end of 1954 all these students were still on the course. A number of them were taken on by their respective Regions several months before the School opened, and so were able to obtain some prior experience of field work.

#### FISHERIES

The main sea-fishing grounds exploited were:

- (a) For trawling—a strip along the coast west from Lagos and extending outwards to the 20–25 fathom line.
- (b) For *ethalmosa fimbriata*—from the western edge of the Niger delta eastwards to the Cameroons in depths up to 12–15 fathoms.
- (c) For *sardinella cameronensis*—westwards from the Benin River.
- (d) For sharks and sawfish—locally along the coast—particularly in the Eastern Region.

There is localised use of beach seines, set nets, and lines at places all along the coast.

Inland there is fishing practically everywhere where there is water. The main fisheries were in the Delta, the two great rivers and their larger tributaries, the Hadejia system and the Nigerian portion of Lake Chad.

Fishing for *ethalmosa* (“bonga”) and *sardinella* (“Sawa”) is carried out with encircling gill nets, and for shark and sawfish with floating set-nets. Inland, a great variety of nets, traps, lines, etc., is used. Poison was frequently employed although its use was illegal.

No attempt had been made to collect accurate statistics of catches etc. This would be a very considerable undertaking for which neither funds nor staff have been available. It was reliably estimated that there were some 450 bonga nets (each requiring a canoe and a crew of eight men) in use between the Bonny River and the Cross River.

Two steam trawlers were operated from Lagos by a subsidiary of a United Kingdom company and several small Government loans (of £200–£300) were granted to individual fishermen for the purchase of gear; otherwise the industry was operated mainly by individually-owned canoes with crews employed on a share basis. Much of the inland fishery is on a subsistence basis though there was a considerable trade in dried fish from Chad and the Benue.

There was no export of fish. Local demand was well in excess of the supply.

## LABOUR DEPARTMENT

The work of the Department continued on the same lines as in the previous year except that the introduction of the new Constitution was accompanied by the appointment of a Nigerian Minister of Labour, who was responsible for ensuring, in association with the Commissioner of Labour, that effect was given to the decisions of the Council of Ministers relating to the Department's functions. A Nigerian Labour Officer was also promoted to fill the post of Senior Labour Officer in charge of the Eastern Region.

The Department, under the Commissioner of Labour in Lagos, maintained three Labour Officers in the Northern Region, four in the Western Region, two in the Eastern Region, one in the Cameroons, one in Fernando Po and one in the Gabon. Experience has shown that efficiency required that the activities of the Department should be decentralised as far as possible and it was considered necessary that each Lieutenant-Governor should have at hand a senior labour adviser ; the creation of these new posts of Assistant Commissioners of Labour was approved by the House of Representatives. The total financial provision in the 1952-53 Budget was £142,440.

In addition to the enforcement of labour legislation, the review of conditions of employment, the guidance of trade unions, the prevention of trade disputes, the assisting in the orderly settlement of disputes which could not be prevented, and the operation of Labour Exchanges, the Department also continued to undertake the control of the recruitment of Nigerians for employment in foreign territories, trade testing, assessment of workmen's compensation claims, work in connection with programmes and lectures on Training within Industry and in connection with the problems likely to arise from the proposed introduction of factory legislation.

## INDUSTRIAL RELATIONS

*Trade Unions*

The year witnessed the collapse of the Nigerian Labour Congress ; despite its internal reorganisation and its withdrawal from the World Federation of Trade Unions it failed to attract the support of the local trade unions, and further efforts to form a new and central organisation all failed. Following the revision of salaries the unions have begun to recruit more members and most of the large unions have appointed full-time district organisers. There was a movement to revive the Amalgamated Union of the United Africa Company African Workers which became defunct as a result of the precipitate strike action which it undertook in 1950 ; this appeared to be having results in the Eastern Region and is receiving encouragement from the Department. In the Northern Region there was evidence that local branches of unions often pursued a policy differing from that of their central organisation ; many of the unions of this Region are of a relatively recent origin and require and receive the constant guidance and assistance of the Department.

Unions showed a keener interest in education ; a number of union leaders from the Western Region attended courses on labour management arranged by the Department of Extra-Mural Studies of the University College, Ibadan ; while eight other leaders attended a course in the Gold Coast run by the International Confederation of Free Trade Unions. Nigeria was also represented at a meeting of the West African Trades Union Advisory Committee at Abidjan. Lectures and week-end schools were held at several places, the attendance at which was encouraging. The Lagos and Mainland Trades Union Education Committee ran a class in Lagos. In the Eastern Region, Trades Union Education Committees are now firmly established in Enugu, Port Harcourt and Aba and books have been received from the British Trades Union Congress. These Committees are filling a long-felt need ; lectures and courses in many fields of trade union activity are incorporated in these schemes.

Five trade unionists were awarded Government scholarships to study trade unionism in the United Kingdom. It is encouraging to report that there was a marked improvement in the administration of union funds and the annual balance sheets showed a healthier financial position than in previous years. In the past, the local branches of some country-wide unions have been in the practice of taking action in trade disputes without prior consultation with their national organisation ; due to a growing confidence in the established negotiating machinery this practice is gradually being abandoned and consultation with the headquarters of the union is becoming more frequent.

The following summary gives details of membership of Nigerian trade unions :

<i>Membership</i>	<i>Number of Trade Unions</i>	<i>Total Membership</i>
1 to 50 . . . . .	27	760
51 to 250 . . . . .	37	4,917
251 to 1,000 . . . . .	26	15,594
1,001 to 5,000 . . . . .	16	33,204
over 5,000 . . . . .	7	97,197
membership not known . . . . .	3	—
	<hr/> 116	<hr/> 151,672

It will be seen that there are only seven unions with a membership of over 5,000 ; these are :

- (1) Nigeria Union of Teachers . . . . . 26,542 members.
- (2) Amalgamated Union of the United Africa Company  
African Workers . . . . . 19,280 members.  
(not yet fully re-organised)
- (3) Nigeria African Mineworkers' Union . . . . . 12,421 members.
- (4) Public Utility Technical and General Workers' Union of  
Nigeria and the Cameroons . . . . . 11,774 members.
- (5) Cameroons Development Corporation Workers' Union 10,850 members.
- (6) Railway Workers' Union . . . . . 10,527 members.
- (7) Nigeria Civil Service Union . . . . . 5,803 members.

Resources and Social Services, dealt with the Federal Government's responsibilities, which were:

- (i) Scientific and technical research and demonstration in sea fishing, in fish preservation and processing, in fish farming, in the conservation of existing sea and fresh water fisheries, in the control of pollution, and the use of fish in the control of certain diseases.
- (ii) The control of the introduction of exotic species of fish.
- (iii) Representation of Nigeria on the Managing Committee of the Inter-Territorial West African Fisheries Research Institute, WAFRI (concerned with fundamental research).
- (iv) Preparation of legislation for the manning and safety of fishing boats (in consultation with the Marine Department) and for the control of foreign fishing in territorial waters.

The budget for 1954-55 was £37,740. Of this £31,890 was recurrent expenditure, including contributions of £13,430 to WAFRI, and £5,850 was special expenditure. The staff comprised a Chief Fisheries Officer, two Fisheries Officers (expatriate graduates), two expatriate Master Fishermen and appropriate junior staff. Considerable expansion was proposed if suitable qualified staff could be recruited.

#### *Fisheries Research and Development*

Fundamental research (marine and freshwater) was carried out by the inter-territorial WAFRI, with its headquarters at Freetown. The Federal Department was responsible for long- and short-term applied research, and the Regional Departments for development and extension work.

Having succeeded in greatly expanding the sea-fishing industry employing traditional methods, the Department's efforts became directed to further improvement by the introduction of motor fishing boats and other modern methods.

As reported above, a firm with foreign and Nigerian directors was undertaking trawling out of Lagos with two large 100-ft. vessels with expatriate officers; the costs were marginal. Trawling with small motor boats of about 30-feet, with local crews, was demonstrated at Lagos, Opofo and Cameroons. Outboard motors and new nets for shoaling fish and sharks were introduced to canoe fishermen.

The Western Region Fisheries Department employed a training team to demonstrate improved methods of fishing, curing, net-making and maintenance to the indigenous canoe fishermen. Fish-farming in fresh and brackish water was demonstrated and was beginning to spread; much knowledge had already been gained of suitable species and techniques. It would appear that for the Nigerian himself the small motor boat and the fish pond will lead to the quickest expansion. The Eastern Region Fisheries Department took great interest in the promotion of fish farming. Fish ponds were being built at Ogbakiri, Ahoada

Division, Opobo, and at Onitsha for a private venture. Ponds on the Department of Agriculture farms were stocked with fish and various other ponds were inspected and advice given.

Investigation of the problems involved in operating small vessels from the surf-ridden river mouths was started at Opobo in the Eastern Region, but awaited the delivery of a larger vessel (40 ft.) before definite recommendations could be made. Locally built wooden motor boats and an imported light alloy motor boat were successfully demonstrated.

## MINING

### *Mineral Rights and Ownership*

The entire property in and control of all minerals, including mineral oils, in Nigeria was vested in the Crown by virtue of Section 3 (1) of the Minerals Ordinance, (Cap. 134 of the Laws of Nigeria). This Ordinance, however, provided that the rights of any native of Nigeria to the customary taking of iron ore, salt, soda, potash and galena from lands, other than land within a lease or mining right, shall be maintained.

Mining and prospecting were regulated by laws and regulations which are designed to:

- (a) promote efficient economic development of Nigeria's mineral resources;
- (b) protect, in so far as is consonant with the above, existing rights of the indigenous inhabitants;
- (c) prevent illegal traffic in minerals;
- (d) ensure that the safety of workers and other persons is not endangered by mining operations;
- (e) prescribe payment of fees, rents and royalties to Government. Royalties are tied to the current price of the mineral concerned and the revenue accrues to the Region in which the mineral was won.

### *Prospecting Regulations*

Prospecting for metalliferous minerals was lawful under a Prospecting Right, Exclusive Prospecting Licence or Special Exclusive Prospecting Licence, and metalliferous mining was lawful under a Mining Right, Mining Lease or Special Mining Lease. Special provisions, however, were made for the prospecting and mining of radio-active minerals by the Radio-active Minerals Ordinance (No. 37 of 1947). Coal mining was conducted solely by the Nigerian Coal Corporation, a public corporation, established by the Nigerian Coal Corporation Ordinance, 1950, which provided for prospecting and mining of coal by the Corporation under licence from the Governor and for exemption from royalties. The prospecting and exploitation of mineral oil was controlled by the Mineral Oils Ordinance. Special legislation had also been enacted to cover the exploration and development of the lead-zinc



ceeded in getting the union to call off the go-slow and, ultimately, was able to persuade the two parties to agree to go into direct negotiation on all the outstanding points. Owing to a serious split which then existed within the union, later attempts by the management to discuss their proposals with the union failed, and the union started another "go-slow." A few days later, the union asked for the help of the Commissioner of Labour in resolving the dispute and a conciliator was appointed. The union, however, declined for awhile to call off the "go-slow," and the management thereupon withdrew its recognition of the union. The "go-slow" dragged on for a few more days. The management, having withdrawn recognition, refused to negotiate with the union. However, on the intervention of the Enugu Council of Labour, the management undertook to restore recognition of the union and to re-open negotiations as soon as it could be satisfied that the union was reorganised and enjoyed the confidence of the majority of the workers.

#### LABOUR LEGISLATION

The following Orders and Rules were enacted during the year :

*The Registration of Employers (Revocation) Order, No. 35 of 1952*, revoked all orders passed between 1945 and 1948 which required employers in certain specified trades and occupations in Lagos and the Colony to apply for registration with the Department. Consequently, the *Employers Registration (Revocation) Rules, 1952*, abolished the special registration required of employers in the tailoring, shirt-making and ancillary trades in Lagos and the Colony, imposed upon them by rules enacted since 1st February, 1945.

*The Registered Industrial Workers (Lagos Township, Employment in Scheduled Occupations) (Revocation) Order, 1952*, revoked Orders previously enacted which required all workers in specified occupations to register before certain stipulated dates after which it became necessary for every applicant for registration to produce evidence of normal residence in the Lagos Township prior to those dates before he could be registered for employment. Similar obligations imposed upon domestic servants, workers in certain other miscellaneous occupations and young persons by Orders enacted between 1944 and 1946 have now been removed by the enactment of the *Compulsory Registration (Lagos Township) (Revocation) Order, 1952*.

Arising out of these revocations, the need for the establishment of a simple method of registration of unemployed workers became necessary and was met by the enactment of the *Industrial Workers (Employment Exchanges) Rules, 1952*, and the simultaneous repeal of the *Industrial Workers (Registration and Employment) Rules, 1948*.

Rule 18 of the Trade Union Regulation Rules made under Section 33 of the Trade Union Ordinance (Cap.218) has been amended by the *Trade Union Regulation (Amendment) Rules, 1952, No. 5 of 1952*, to provide for an increase in the fees chargeable for the registration of trade unions and for authentication of documents by the Registrar of Trade Unions.

of price was much smaller. The high price of columbite was maintained during the year by the continuance of the United States Government's 100 per cent bonus buying programme.

Tin ore shipped varies around 72.5 per cent tin, while columbite, which for royalty purposes is deemed to contain 65 per cent mixed columbium and tantalum oxides, is shipped with assay values up to 73 per cent. Gold production is absorbed internally and sales were made around the Bank of England price. Shipments of the other metalliferous minerals mined were small.

Coal production in Nigeria was in the hands of individual miners working under the Nigerian Coal Corporation. Of the total coal production 28,996 tons were exported, mainly to the Gold Coast, and the balance absorbed internally, chiefly by the Railway Administration and the Electricity Corporation of Nigeria.

### *Processing*

Processing was confined to producing shipping-grade ores, except where local craftsmen smelted small quantities of metal for use in ornaments and jewellery.

### *The Mines Department*

The Mines Department, which was a Federal responsibility, consisted of 26 senior officers including a Chief Inspector of Mines, an Assistant Chief Inspector of Mines, a Deputy Chief Inspector of Mines, one Principal and 13 Inspectors, and 53 junior service technical assistants. The Department also posted officers to the Regional Governments, to act as advisers.

The Budget for the financial year 1954-5 was:

	£
Personal Emoluments . . .	55,770
Other charges . . .	19,710
Special Expenditure . . .	1,730
<b>TOTAL</b>	<b>£77,210</b>

The headquarters of the Department was at Jos, in the Northern Region, the Assistant Chief Inspector of Mines having an office in Kaduna for close liaison with the Northern Regional Government Headquarters. The Plateau and Northern Inspectorates had offices at Jos and the Central Inspectorate at Minna, and there were a number of sub-stations in the Northern Region. The Department, working in close liaison with Residents and the Lands and Mines Section of the Secretariat was mainly concerned with inspection and general supervision of work on the minesfield, advising on applications for mining titles and the compilation of statistics of mineral production. There was also a Mines School at Jos designed to train junior technical staff for the Department and the minesfield in simple prospecting and mining methods applicable to local conditions. During the year, however,



consideration was given to the introduction of adult classes for training in mining to a standard sufficient to enable Africans experienced in the minesfield to reach the statutory standard required of mine managers. This was agreed to in principle and it was hoped to implement the proposal in 1955.

### *Geological Surveys Department*

This was a Federal Department with its headquarters at Kaduna in the Northern Region, composed of 31 senior staff, of whom 28 were scientists.

The Budget for 1954-55 provided for:

	£
Personal Emoluments . . . .	64,370
Other Charges . . . . .	32,840
Special Expenditure (of which £10,000 was for drilling equipment) . . . .	14,000
<b>TOTAL</b>	<b>£111,210</b>

The activities of the Geological Surveys Department during 1954 included the following:

*Coal.* As in the previous year, much effort was directed to economic investigations. The drilling programme to determine the reserves of coal at Enugu and further north continued actively throughout the year. Seven boreholes were completed at Enugu, where the reserves of coal proved amounted to about 30 million tons. A total of 21 boreholes were drilled in the Ogboyoga coalfield and the drilling programme in this area was completed during the year. A total reserve of 55 million tons of workable coal was established there. Drilling was still in progress at Okaba where 14 boreholes had been completed. Seams of over 7 feet were intersected in seven of the holes. Drilling was completed in the Odokpono area and reserves of 25 million tons of good coal were proved.

*Lignite.* The adit driven into the thick seam of lignite near Ogwashi-Asaba was completed at a distance of about 200 feet from the entrance. The moisture-content of the lignite was determined on fresh specimens and was found to average 36 per cent, a figure considerably higher than that determined previously on air-dried material.

*Iron Ore.* Work on the detrital iron-ore deposits near Enugu was completed during the year. Altogether 159 hand-drilled holes, amounting to 6,080 feet, and 41 shafts were put down. Many analyses were made of the ore in the Geological Survey Laboratory. About 60 million tons of ironstone, with an average iron content of 31·9 per cent were indicated. Removal of the fine sand would reduce this figure to about 45 million tons, containing just over 40 per cent of iron.

*Columbite.* Mapping of the Younger Granites of the Jos Plateau continued at Rukuba, Sha and Vom. Mapping of the Ropp Hills was completed. A large area of decomposed granite bearing columbite exceeding 2 lb. a ton was found near the Forum River. This deposit is probably

one of the most important reserves of primary columbite on the Plateau, and is similar to the deeply decomposed zone of the Jos-Bukuru granite, which was being worked for primary columbite by one of the mining companies.

*Limestone.* Drilling to determine the thickness and reserves of the limestone beds at Igumale in Benue Province was started in November by the Department, using its own drill. By the end of the year, two boreholes had been completed. One bed of good limestone, 15 feet thick, had been found.

*Sheet Mapping.* Geological mapping was continued in Bornu, Bauchi and Kabba Provinces and a start was made on mapping in the Abeokuta and Lagos areas. The 1:2,000,000 geological map of Nigeria was brought up to date and prepared for publication.

*Water Supply.* Throughout the year, a great deal of attention was given to geological investigation of underground water, and day-to-day advice was given to the Public Works Departments in all three Regions.

*Laboratory Work.* Fifteen thorium assays were made in the laboratory on concentrates from decomposed granites from Jos. Mineralogical work included the determination of primary columbite in samples from the Forum River.

*Plans for Future Work.* It was hoped to continue with and complete the work on Nigerian coal reserves and to make a detailed investigation of the limestone deposits of Igumale by means of drilling and, if possible, of the phosphates near Ifaw Junction. Work was also to continue on the Younger Granites and their mineral contents, and on geological sheet mapping in Bornu, Bauchi and Adamawa Provinces. It was also intended to begin sheet mapping in the Eastern Region if staff were available. A start was to be made on the study of the Basement rocks in the Zungeru and Minna areas.

### *Mining Development*

The initiative for development lies in the hands of the mine operators. The Government was anxious to encourage the exploitation of certain types of deposit that had hitherto remained untouched. These were the sub-basalt alluvial tin deposits and the deposits of primary columbite contained in the decomposed granite bedrock. Both these deposits were known to be rich and extensive in certain parts of the minesfield. The problems of extraction were, however, great, and work was still in an experimental stage. Development of these resources was likely to be possible only for firms with large capital and technical resources and the Government intended to ensure that the companies granted titles over areas containing deposits of this nature might only work them if they were capable of large-scale planned development. Columbite production in 1954 was nearly half as much again as in 1953.

### *Progress during 1954*

An important event in the year was the practical completion of the International Tin Agreement which was ratified by the United King-

dom as a consumer country and on behalf of Nigeria and Malaya as producer countries. This Agreement provided for a floor and ceiling price for tin of £640 and £880 respectively, though a French amendment to reduce the ceiling price to £840 was put forward for the first meeting of the Tin Council. The formal ratification by the legislatures of the signatory countries had not been complete although it was generally expected that this would take place in 1955. Nigeria was represented by the Chief Inspector of Mines at the September meeting of the Interim Committee of the International Tin Council in London.

The interest in the search for columbite continued and resulted in the discovery of important extensions of primary deposits and a widening of the knowledge of the mode of occurrence. Development of a suitable plant for the treatment of primary columbite ore continued and resulted in improved recoveries.

During the year the iron ore deposits near Enugu and at Agbaja in Kabba Province were examined by a consultant from the United Kingdom to determine their suitability for exploitation. His report was awaited.

Further progress was made with the question of the utilisation of the Eastern Region Nkalagu limestone and shale deposits in a cement industry, and towards the end of the year agreement was reached regarding the provision of capital, machinery and technical information.

The company responsible for oil exploration and development continued with an extensive programme of drilling and prospecting by geological, seismic and gravity methods over a wide area mainly in the Eastern and Western Regions. Several deep test wells were in process of drilling during the year in some of which gas and oil were proved over varying intervals. It was still too early to say whether an oilfield would be brought into production. The exploration company made application for 12 oil prospecting licences over 2,000 square miles each towards the end of the year to replace their exploration licence and extant oil prospecting licences.

The question of working the lead-zinc deposits near Abakaliki in Ogoja Province was considered during the year. It was intended that the operating Company would be the Nigeria Lead-Zinc Mining Company, a subsidiary of the lessees, Mines Development Syndicate Limited. Preliminary work started in de-watering and re-opening entries into the mine and on the design and ordering of suitable ore dressing plant.

#### MANUFACTURING INDUSTRIES

##### *Canning*

Canning for fruit has become established on a commercial scale at Ibadan and during the year the new citrus and pineapple factory financed by the Western Region Production Development Board, began to operate. This £300,000 factory was designed to produce 1,000 tons of concentrated orange juice, 285 tons of concentrated lemon juice and 200,000 cases of canned pineapples each season, but since the citrus

trees take several years to bear fruit it will be some time before the factory is working to capacity.

The total exports of canned fruit and juice in 1954 were valued at:

	£		£
Fruit	5,174	Juice	6,452

Canning of groundnut oil in Kano, both for local consumption and export, was increasing rapidly. There was also a pilot meat cannery at Kano with an annual capacity of 2 million cans. During the year a new canning factory was built in Kano, partly financed by the Northern Regional Production Development Board and under the management of an officer of the Regional Department of Trade and Industry.

### *Margarine*

A privately owned factory at Apapa had a capacity of 1,200 tons per year.

### *Beverages*

There was a privately owned brewery at Apapa with an annual capacity of 2½ million gallons. Soft drinks were produced by several firms, one of which had a potential of over 500,000 dozen bottles a year. There were small fruit squash and mineral water factories in most of the large towns in the south. A privately owned factory at Umuahia produced annually 100,000 gallons of concentrated orange juice for export.

A thirty-acre site was acquired at Aba in the Eastern Region for the establishment of a brewery.

### *Metals*

A number of Government Departments and Statutory Corporations, e.g. the Nigerian Railway, the Nigeria Marine and the Department of Public Works, operated large maintenance workshops. One private firm in Lagos fabricated steel sections for building work and petrol tanks for filling stations; another had an annual production capacity of 500,000 forty-four-gallon steel drums and some 2·5 million four-gallon small drums for the distribution of petroleum products, using imported steel sheet and tinplate. This same firm also manufactured some 3,000 wheelbarrows annually. A private firm in Kano produced high-class wrought iron grill work.

### *Textiles*

There were two privately owned mechanical weaving units, one at Kano and the other at Lagos, each with 50 non-automatic looms. A private firm operated a cotton spinning unit of 1,600 spindles. Seven private firms owned between them some 150 flatloom sewing machines which produced singlets from imported locknit material.

There were plans for a large spinning and weaving textile factory at Kaduna.

The Government Textile Training Centres at Oyo, Ado-Ekiti and Auchi continued their work during the year. Improved looms and other equipment were made at the Centres and sold to trainees, co-operative societies and schools.

### *Chemicals*

Some 9 million cubic feet of oxygen was produced annually by a private firm in Lagos; carbon dioxide was manufactured as a by-product of the privately owned brewery at Apapa.

### *Boat Building and repairs*

There were officially sponsored yards for the production of small wooden craft at Opobo (Calabar Province), Makurdi (Benue Province) and Epe (Colony Province). The boatyard at Epe, opened in June, 1954, was concentrating for the time being on two types of powered barges—a 35-ft. barge, capacity five tons, and a 50-ft. barge, capacity twenty tons.

A private firm operated a construction and repair yard at Burutu, handling medium-sized steel-hulled vessels for river transport. The Nigeria Marine had repair yards at the main ports, and in addition there were privately owned yards at Lagos and Calabar capable of undertaking limited emergency repairs.

### *Tyre retreading*

There were modern tyre retreading plants in operation at Lagos and Ibadan; a third at Kano was to be opened shortly.

### *Soap manufacture*

Modern privately owned factories at Lagos, Aba and Kano produced an annual total of approximately 26,000 tons of soap.

### *Cement Manufacture*

Plans were drawn up, during the year, for a cement factory at Nkalagu, near Enugu in the Eastern Region. A new company, the Nigerian Cement Company Limited, was formed with an authorised capital of £1,500,000 in £1 shares and loan capital of £500,000. The managing agents were the Tunnel Portland Cement Company Limited of London, which had an equity holding in the new company. It was estimated that the production of the factory would be 100,000 tons per annum.

### *Building and Civil Engineering*

This is carried on by the Public Works Department, various Government and quasi-Government bodies and by many private contractors; the number of the latter was increasing rapidly.

Road transport maintenance has developed into an important industry since 1946, but in many places the only reliable service was still

Cocoa . . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £150 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £150 per ton.
Groundnuts . . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £65 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £65 per ton.
Groundnut oil . . . . .	{ 10 per cent <i>ad valorem</i> on the value calculated in accordance with Regulation 103A of the Customs Regulation.
Groundnut meal . . . . .	
Groundnut cake . . . . .	
Palm Kernels . . . . .	10 per cent <i>ad valorem</i> when the value calculated in accordance with Regulations 103A of the Customs Regulations, does not exceed £60 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £60 per ton.
Palm Kernel Oil . . . . .	{ 10 per cent <i>ad valorem</i> on the value calculated in accordance with Regulation 103A of the Customs Regulations
Palm Kernel cake . . . . .	
Palm Kernel meal . . . . .	
Palm oil, technical . . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £85 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £, by which the value, calculated as aforesaid, exceeds £85 per ton.
Palm Oil, edible . . . . .	{ 10 per cent <i>ad valorem</i> on the value calculated in accordance with Regulation 103A of the Customs Regulations.
Benniseed . . . . .	
Cotton seed . . . . .	
Cotton lint . . . . .	10 per cent <i>ad valorem</i> when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £325 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £325 per ton.
Rubber, raw . . . . .	10 per cent <i>ad valorem</i> on the value, calculated in accordance with Regulation 103A of the Customs Regulations, when the value, calculated as aforesaid, is not less than 18d. per lb.
Rubber, brown crepe . . . . .	50 per cent of the duty on rubber, raw, calculated as aforesaid.
Timbers (Scheduled) . . . . .	in log form—3d. per cu. ft. sawn timber (excluding plywood) not exceeding 6 inches in thickness or as veneers 2d. per cu. ft.
Timbers (other) (including veneers but excluding plywood) or logs . . . . .	1d. per cu. ft.
Curls . . . . .	5s. each.

## REGIONAL FINANCES

Under the 1951 Constitution, the Regions enjoy a considerably greater measure of financial autonomy than hitherto. They are empowered to make laws and appropriate moneys in relation to a large number of subjects, including agriculture, animal health, fisheries, forestry and social services, and they are statutorily entitled to receive a share of the revenues of Nigeria. The principles underlying this division of revenues are :

- (a) Principle of Independent Revenues—It is highly desirable that Regional Governments should have independent tax revenue of their own, over which they have full control.
- (b) Principle of Derivation—It is desirable that some part of the revenue accruing to the Regions should be granted according to the principle of derivation ; that is to say, that proceeds of some taxes at least should be divided among the Regions in the proportions to which the people of those Regions have contributed to the taxes in question, so far as those proportions can be ascertained. Experience has shown that this principle can be applied to only a limited number of taxes and the use of this method is confined to such taxes as can be allocated by it simply.
- (c) Principle of Need—In order to ensure a fair distribution among the people of Nigeria who should have equal claims whatever Region they live in, the principle of need is applied in allocating revenues to Regions, and in Nigeria this principle is applied on a population basis.
- (d) Principle of National Interest—Notwithstanding the large degree autonomy, the assumption of underlying national unity, which is the ground for distribution according to need, may also be made a ground for the distribution of funds to provide for expenditure which it is in the national interest to encourage or support without too much attention being paid to the geographical distribution of the expenditure. The main field for the operation of this principle is the country-wide system of codified education grants-in-aid.

These principles were given effect in the Nigeria (Revenue Allocation) Order in Council, 1951, which empowers Regional Legislatures to impose certain taxes. It also provides that revenue derived within a Region from any matter with respect to which the Regional Legislature is empowered to make laws, together with certain forms of revenue specifically mentioned in a schedule to the Order in Council, shall accrue to the Regions. The principal revenues which have thus been passed to Regional control are :

- (a) entertainments taxes ;
- (b) vehicle and drivers' licences ;
- (c) direct tax ;
- (d) mining rents (but not royalties).

The types of society were as follows:

	<i>No.</i>
Thrift and Loan, Primary . . .	87
Thrift and Credit, Primary . . .	63
Consumer, Primary . . .	26
Produce Marketing, Primary . . .	14
Group Farms, Primary . . .	2
Thrift and Loan, Secondary . . .	4
Consumer, Secondary . . .	1
Produce Marketing, Secondary . . .	1
<b>TOTAL</b>	<b>198</b>

The scale of operation varied considerably. At the lower end was the small recently formed credit or consumer society whose working capital did not exceed £50. At the top was the single Produce Marketing Union which was in August, 1954, appointed a Licensed Buying Agent for cocoa by the Northern Regional Marketing Board. By the end of 1954 this Union had purchased 81 tons of cocoa. It also dealt in other produce such as castor seed, coffee and palm kernels.

### *Eastern Region*

The total number of registered co-operative societies increased from 788 on 1st January, 1954, to 891 on 31st December, 1954, despite the transfer of 58 societies to the Southern Cameroons on 1st October, 1954. The types of society were as follows:

	<i>No.</i>
Thrift and Credit . . . . .	749
Thrift and Loan . . . . .	56
Produce Marketing and Processing . . . . .	24
Consumer and Supply . . . . .	7
Crafts and Industries . . . . .	4
Farming . . . . .	2
Maternity . . . . .	6
Community Development . . . . .	1
Local Co-operative Unions . . . . .	34
Supply Union . . . . .	1
Marketing Union . . . . .	3
Co-operative Banks . . . . .	3
Co-operative Union . . . . .	1
<b>TOTAL</b>	<b>891</b>

The estimated 1954 total membership of co-operative societies was 40,000, of whom about one-third were women. On 31st March, 1954, the total working capital of all societies had increased to £371,122. Share capital (paid up) increased from £34,923 to £55,465 during 1953-54. Reserve funds (excluding 1953-54 appropriations) increased from £6,876 to £10,308. Loans issued during 1953-54 by all types of society totalled £307,759. In credit societies only 0.8 per cent of loans outstanding were overdue on 31st March, 1954.

Government financial assistance to encourage co-operation was to amount to £25,060 during the financial year 1954-55. This includes a



The following tables show revenue and expenditure for local authorities in 1951-52—that is to say, Native Authorities, Townships and Local Government bodies :

<i>Region</i>	<i>Revenue</i>	
	<i>1950-51</i>	<i>1951-52</i>
	£	£
Northern Region . . . . .	3,379,000	4,520,000
Western Region† . . . . .	1,464,000	1,457,000
Eastern Region . . . . .	1,172,000	1,282,000
	<i>Expenditure</i>	
	£	£
Northern Region . . . . .	3,312,000	4,405,000
Western Region† . . . . .	1,339,000	1,517,000
Eastern Region . . . . .	953,000	927,000

† Includes Colony Native Authorities but excludes Lagos Town Council.

## Chapter 4: Currency and Banking

The West African Currency Board in London issues a special West African currency on behalf of Nigeria, the Gold Coast, Sierra Leone and the Gambia. It comprises notes of 20s. and 10s. denominations ; copper alloy coins of florin, shilling and sixpenny denominations and nickel-bronze coins of threepenny, penny, halfpenny and tenth-penny denominations. All currency units down to and including the three-penny piece are legal tender up to any amount while the remainder are legal tender up to one shilling. The currency is interchangeable with sterling at par, subject only to remittance charges. Currency is issued as required against payment to the West African Currency Board in London or against deposits of equivalent value with the agents of the West African Currency Board in one of the four West African territories. In Nigeria the main Currency Board Centre is in Lagos and there are subsidiary Centres at Kano, Port Harcourt, Ibadan and Victoria (Cameroons).

The remarkable rise in the circulation figures is, of course, attributable to a variety of factors, mainly the high prices for export crops.

Another feature was the marked increase in the demand for notes. It was perhaps inevitable in the earlier stages that coins should be preferred, particularly in the less progressive areas, but while the shilling coin is still the most favoured unit, notes are rapidly becoming more popular and now represent 38 per cent of the total circulation as compared with 7 per cent ten years ago. The tenth-penny coin is used in the north only.

The majority of the societies were engaged in marketing cocoa, and last season sold through their unions to the Co-operative Exporting Association over 11 per cent of the Region's total cocoa crop. The activities of the Association were not, however, confined to cocoa; palm produce, copra, coffee, rubber and ginger were also exported. Many marketing societies readily agreed to participate in schemes for increased planting of cocoa and for the importation of equipment and chemicals to combat the blackpod disease of cocoa. During the early part of the year, 2,000 sprayers and 450 tons of chemicals, involving a capital outlay of £76,000, were imported and sold to farmers in the Ondo Province. The demand among farmers for similar equipment for the 1955 season was such that the co-operatives had made arrangements, by the end of 1954, for the importation of 7,000 sprayers and 1,560 tons of chemicals, involving a capital outlay of £297,000.

The provision of agricultural credit by societies received a great stimulus from the formation of the Co-operative Bank of Western Nigeria, Limited. The Bank was established in October, 1953, and a senior service officer of the Co-operative Department was seconded to be its first manager. It received an initial grant of £1 million from the Cocoa Marketing Board, and by April, 1954, had made a net profit of more than £6,000.

#### *Co-operative Activities in Lagos*

The staff of the Department was mainly occupied in supervising the 77 Thrift, Loan and Thrift and Saving Societies. The members of these societies were practically all literate salary earners but difficulty was nevertheless experienced in ensuring the keeping of accurate accounts.

Most of the societies deposited their savings in the Lagos Branch of the Co-operative Bank of Western Nigeria Limited, where they received the following rates of interest:

Current Accounts	.	.	Nil
At 3 months notice	.	.	1½% per annum
At 6 months notice	.	.	2%   "   "
At 12 months notice	.	.	2½%   "   "

More and more societies were taking advantage of the facilities offered by the Co-operative Bank.

It was intended to encourage the formation of additional thrift and savings societies so that every salary earner in Government Service and also in mercantile houses could enjoy the benefits of membership.

Another important development was to be the formation of consumers co-operative societies, especially for the provision of foodstuffs. This type of society should have a direct influence on the cost of living by providing the people with sufficient quantities of foodstuffs at reasonable prices. This was to be made possible by linking the Lagos Consumers Movement direct with co-operative food producing associations up-country and eliminating the chain of intermediaries through which supplies of foodstuffs at present passed. The societies concerned

year. Many payments, each in excess of £2,000, and several of more than £10,000 have been made from accounts of this nature whilst no corresponding deposits to compensate for these withdrawals have been received.

The revised figures for 1951 show that there were 168,954 depositors whose accumulated balances totalled £3,238,906 ; on 31st March, 1952 there were 177,012 depositors whose accumulated balances stood at £3,724,377.

During the year Mr. J. L. Fisher, Adviser to the Bank of England, visited Nigeria to examine and report on the possibilities of establishing a Central Bank in the country.

## Chapter 5: Commerce

During 1952 the favourable visible balance of trade was reduced. Exports and re-exports totalled £129 million as against £120 million in 1951, whilst imports on the other hand rose sharply from £85 million in 1951 to £113 million in 1952.

### IMPORTS

Imports in 1952 amounted to £113,183,000 compared with £84,569,000 in 1951 and £61,868,000 in 1950. There was a general improvement in the supply of consumer goods but towards the end of the year prices tended to fall and buyers held back on this account. Capital goods, such as constructional steel and certain types of machinery, were still scarce and their supply from all sources tended to be more delayed. It is unlikely that there will be any improvement in this position until the momentum of the Western Rearmament Programme is reduced. There was a shortfall in cement shipments due to inadequate port handling facilities. A joint committee of representatives of the Conference Lines, the Railway and the Department of Commerce and Industries was set up under the chairmanship of the Development Secretary, and, aided by a falling-off of inward cargo, the position by the end of the year had improved considerably. The importation of a limited number of American and Canadian cars was permitted to satisfy the demand from owners required to tour extensively over rough roads.

The measures required from members of the sterling bloc to resolve the balance of payments problem hardly affected Nigeria's trade. There was some limitation on the import of textiles and iron sheets from Japan and on beer and other items from O.E.E.C. countries. Local stocks, however, were adequate in the face of a reduced demand and before the year's end restrictions had been largely lifted. The United Kingdom remained by far the most important supplier but there

During the year Federal education lay within the portfolio of the Federal Minister of Natural Resources and Social Services.

Each Region has a Director of Education who administers and supervises all the educational activities in the Region and is responsible directly to the Regional Minister for Education. The work of the Regional Departments of Education is carried out by Education Officers and school Inspectors. The Regional authorities can also ask the Chief Federal Adviser for assistance from his advisory staff in the inspection of schools, training colleges, technical institutes and trade centres.

### *Structure of the Educational System*

*Pre-Primary Schools.* There were nursery and infant schools in Lagos and in a few of the large towns in the Regions. The normal age of entry to the primary schools is five.

*Primary Schools.* Primary education remained the responsibility of Native Authorities, Local Government Councils and Voluntary Agencies (mainly Christian Missions). In 1954 there were still a few Government primary schools but they were being taken over by local authorities wherever possible.

During 1954 there were two systems of primary education in use in Nigeria, one in the Western and Eastern Regions and one in the Northern Region.

In each the curriculum was divided into two sections, one for junior primary schools and one for senior primary schools. In the Eastern and Western Regions age of entry into the junior primary school was normally at 5 plus, whereas in the North the age of entry was 7 plus. The principal differences lay in the age of entry to the basic four year course, the length of the total course and the greater emphasis laid on vernacular work in the Northern Region, a special type of teacher being trained for the purpose. The types of school were as follows:

#### *Junior Primary (4 years)*

##### *East and West*

Infant Classes I and II, Primary Classes I and II (age of entry 5+)

##### *North*

Junior Primary or Elementary Classes I-IV (age of entry 7+)

#### *Senior Primary*

##### *East and West*

Senior Primary classes III-VI (Note: This course ends in the First School Leaving Certificate or Standard VI Examination.

##### *North*

Senior Primary Classes Remove, V and VI, Senior Primary VI (or Middle II) is the equivalent of Standard VI in other regions.

#### *Modern Classes (Girls only)*

##### *East and West*

Two-year course after First School Leaving Certificate, planned to reinforce the primary work especially in Domestic subjects.

The Western Regional Government's proposals for universal primary education were to become effective from the 1st January, 1955. As part of these proposals the junior and senior primary courses in the Western Region were to be replaced by a six-year primary course starting at 6 plus.

*Curriculum.* The curriculum of all schools included physical training and organised games. All children in the rural areas studied rural science and if possible, practical farmwork, and learnt the use of better tools and how to build better houses. Most of the schools followed an approved system of crop rotation. In the junior primary schools the children grow flowers and vegetables, raising annuals from seeds and learning the different methods of propagating herbaceous plants and shrubs. Some senior primary schools cultivate fruit trees as well as the normal farm crops. Girls in the senior classes studied domestic science instead of farm work.

Handicrafts were done in all schools and were based on the crafts of the area. They provided opportunities for the children to apply their work to the real needs of the home and farm.

*Secondary Education.* Secondary Forms I–VI led to the School Certificate which was taken in either Form V or Form VI. In selected schools a post-School Certificate course of two years was done for Higher Certificate or University Entrance. The School Certificate was taken with emphasis on English language and literature, mathematics, science, history and geography. The course provided opportunities for entering the higher professions and for further training. The language of instruction was English.

These secondary schools generally evolved from the old “Middle Schools”, schools intermediate between the elementary and higher stages of education. In the Northern Region the term “Middle Schools” continued to apply, these schools consisting of single boarding establishments with three senior primary years followed by the first two secondary years. Plans were being made for these schools to be developed into junior secondary schools which would go up to Class IV secondary in the first instance and to Class VI later. In middle schools there was a leaving certificate, obtainable through an examination, set centrally at Class Secondary II and known until recently as “Middle IV.” This was very often confused with the Secondary IV but it was in fact two years below that standard.

*Technical and Vocational Schools.* Trade Centres provided courses from three to five years for selected apprentices who had successfully completed the full primary course. The courses were completed with the trade tests by the Ministry of Labour, in addition to the Trade Certificate issued by the Centre. There was a four-year secondary technical course open to those who had completed the primary course and vocational post-secondary courses at technical level.

An important event in 1954 was the receipt of the Report of the International Bank Mission as a result of its visit of the previous year. This was being carefully studied, particularly as regards its recommendations for the future development of technical education.

*Nigerian College of Arts, Science and Technology.* The Nigerian College of Technology provides for the academic training of the professionally qualified men and women, excluding doctors and nurses.

In 1954 the basic policy of the College was to provide the following courses:

1. General Certificate of Education (Advanced Level) in Arts and Science.
2. Courses for those already in service who are considered to be worthy of further training for advancement but who lack the necessary educational background.
3. Full professional courses approved by the professional institutions and leading to examinations of those institutions or an exempting examination. Entry to these courses will be limited to those educationally qualified for advancing to full professional status. So far, professional training was proposed for, among others, civil, mechanical, electrical and mining engineers, architects, land surveyors, pharmacists, secretaries, accountants, and specialist teachers.

*Handicraft Centres.* These provided opportunity for handicraft training for senior classes in primary schools, and part-time trade or craft training for adults.

*Universities.* The only university institution in Nigeria is the University College at Ibadan. The tuition given in the college, leading to the various examinations of the University of London, was the responsibility of teaching Departments which were grouped in Faculties. In 1954 there were four faculties: Arts, Science, Agriculture and Medicine; it was proposed to add a Department of Education in the near future.

The examinations taken included Intermediate Arts, B.A. General, B.A. Honours, Intermediate Science, B. Science General, B. Science Special, B. Science in Agriculture (Part I & II), First and Second Examination for Medical Degrees.

There was a Department of Extra-Mural studies which assisted government bodies to run specialist courses, organised vacation conferences and courses (for which the hospitality of the College was available) and provided for lectures and study groups all over the country.

*University College Hospital, Ibadan.* When completed the University College Hospital, Ibadan, will provide in Nigeria the clinical training of the medical under-graduates of the University College.

It will be equipped to provide teaching hospital facilities of a standard comparable with those existing in the most modern of teaching hospitals in the United Kingdom and will include adequate facilities for research in all departments and a medical school for clinical students. In addition ancillary buildings will provide a School of Nursing and Nurses' Home, a School of Hygiene, a Medical students' Hostel, a Resident Medical Officers' Hostel, Sisters' Quarters and housing accommodation for medical, administrative and technical staff. It will have a total of 490 beds.

*Teacher Training Institutions.* The following Certificates were recognised in Nigeria:

- (1) *Teachers' Vernacular Training Certificate.*  
In use in the Northern Region only.

the implementation of the new Constitution with its emphasis on regional autonomy, and, secondly, the emergence of the Production Development Boards as executive agencies.

The Industrial Branch began to transfer to other organisations projects started as pilot schemes which had become going concerns. Notable among such schemes were the Pioneer Palm Oil Mills Scheme in the Eastern Region, the dairy at Vom and the cannery at Ibadan, which are now controlled by the Regional Production Development Boards. Relieved of these responsibilities, the Branch was able to initiate investigations and research into the problems of industrialisation.

The Commerce Branch was able to extend its services to Nigerian businessmen and to proceed with its objective "to secure a larger share of the world's trade for Nigeria and a larger share of Nigeria's trade for Nigerians."

Trade Offices have now been opened at Ibadan, Kano and Port Harcourt, the latter in August of this year. The *Handbook of Commerce and Industry* was produced in time for the British Industries Fair and has received considerable appreciation and a wide distribution. This publication will be revised annually and a quarterly edition of the *Trade Journal* is planned to begin early in 1953.

*Trade Commissioner for Nigeria.* Increasing use has again been made of this office (part of the Office of the Commissioner for Nigeria in the United Kingdom, at 5 Buckingham Gate, S.W.1) both by Nigerian merchants seeking business contacts in the United Kingdom and Europe and by British and overseas firms enquiring about industrial and trade openings in Nigeria. The Trade Commissioner continues to do much valuable work in providing liaison between importers and suppliers, and in reducing delays in delivery dates.

*Trade Advisory Service.* This service continued to be fully used. Numerous enquiries were received from the United Kingdom and other countries requesting assistance in contacting suitable Nigerian exporters and importers, and from Nigerian firms wishing to establish business connections abroad. That the service is gaining wider recognition abroad is proved by the volume of correspondence received daily and by the number of visits made by representatives of overseas firms to Lagos and Regional Offices.

In future, additional staff will ensure a still closer contact with the Nigerian traders in the Regions. Information on firms and individual traders has been steadily expanded.

*Trade Malpractices.* No appreciable reduction in the number of complaints is yet in evidence. The Police are kept constantly supplied with facts which come to the notice of the Department and several successful prosecutions have resulted. Intervention on behalf of firms abroad, unfortunate in transacting business with ignorant and irresponsible traders, has yielded some result and several debts have been recovered.

Amicable settlements of business disputes have been possible in certain instances.

*Lagos Trade and Industrial Advisory Committee.* This Committee met ten times in 1952. Discussions covered a wide range of subjects, including, among others, means of relieving the congestion in Lagos port ; improvement in Customs auction sales procedure ; examination of the working of sole agency arrangements ; encouragement of new shipping lines operating in Nigeria, and immigration policy, with particular reference to retail trade by expatriate firms. By far the greatest time and attention was devoted to a detailed examination of the procedure regarding Customs auction sales, and as a result of proposals accepted by the Comptroller of Customs and Excise, these sales have now ceased to have an adverse effect on the trade of the genuine businessman. It has also been possible to protect the interests of the exporters of goods to Nigeria to a greater extent than before. A talk on the work of the United Kingdom Trade Commission in Nigeria was given to the Committee by Mr. D. Broad, the United Kingdom Trade Commissioner in West Africa. The Committee also received a deputation from the local consular representatives for a discussion on certain proposals aimed at eliminating the incidence of fraud in business transactions between Nigeria and the countries concerned.

## Chapter 6: Production

### AGRICULTURE

Over the whole year, rainfall was some 15 per cent above normal in the southern part of the Western Provinces, and generally normal over the rest of the Western and Eastern Provinces. In the Northern Provinces it was between 10 per cent and 20 per cent above normal in the region north of the Plateau (Potiskum, Kano, Katsina, Gusau, Zaria) and was well distributed through the season which lasted from the second week of May to the second week of October. Over the Plateau and to the west, rainfall was some 5 per cent to 10 per cent below normal, and elsewhere in the Northern Provinces it was roughly normal. No very marked differences from normal occurred in temperature and humidity.

The 1952 season was particularly favourable to the production of local food crops in all areas. In the Northern Region the farmers enjoyed one of the best seasons on record ; a season in which the rains started late but were evenly distributed and finished strongly : in which practically all crops produced abundantly : in which the prices of export crops were high and in which the quantities bought for export broke all records. Food prices did rise but not in proportion to the



rise in price of export crops, and there was no scarcity. In the Western Region, the growing season was curtailed owing to the late onset of the rains and their early and abrupt cessation. There were the usual seasonal fluctuations in the prices of certain commodities. High prices have tended to encourage production, a tendency which has been fostered by the Agricultural Department, particular attention being paid to rice. The incidence of maize rust was recorded as heavy throughout the country during the year, although in some areas the maize crop escaped serious damage on account of favourable rains. Food crops did well in the Eastern Region and local foodstuffs were recorded as being plentiful.

### *Food Crops*

The principal agricultural products are groundnuts, benniseed, soya beans, sorghum, millet, rice, maize, cassava, sweet potatoes, yams and sugar cane. The production of these commodities is entirely in the hands of peasant farmers who cultivate between 3 to 5 acres apiece and who, at present prices, probably have a gross cash income of about £15 per head after they have fed themselves and their families. The surplus to local consumption of groundnuts and benniseed are also bought and exported by the Marketing Boards. Rice cultivation has continued to expand in all three Regions, but particularly so in the Ogoja and Onitsha Provinces of the Eastern Region where the number of rice mills has also increased considerably. There are now 22 privately operated rice mills in these two Provinces in addition to the three operated by the Department. During the year a start was made in the development of rice growing in the mangrove areas of the Rivers Province where the prospects for rice are very promising. Solutions to the problems of the high cost of clearing and of improving transport facilities in a sparsely populated area have still to be found.

For information on the processing of cassava and on rice mills see pages 55 and 56.

### *Export Crops*

The main export crops are cocoa, palm kernels, palm oil, groundnuts, rubber, cotton and bananas. The value of the exports of these commodities during 1952 is given in Chapter 5.

*Cocoa.* The 1951-52 cocoa main crop was slightly higher than had been expected, total purchases of both the main and light crops amounting to 107,892 tons which, although lower than the record purchases of the previous season (110,000 tons), represented a good average crop. The price paid to producers was £170 per ton for Main Crop Grade I; world market cocoa prices were tending to fall and during the early part of the season much cocoa was sold at little over £190 per ton f.o.b.—a price well below the f.o.b. cost price per ton. About 96 per cent of the crop was Grade I and there were very few complaints from overseas regarding the quality of inspected cocoa.

For information on the Marketing Board and on research see pages 38 and 44.

Types of School	No. of Schools	Pupils		Teachers	
		Boys	Girls	Male	Female
PRIMARY:					
Government . . .	745	40,549	11,496	2,066	121
Grant-aided . . .	652	49,571	16,583	2,362	377
Unassisted . . .	373	22,798	3,054	912	27
TOTAL	1,770	112,918	31,133	5,340	525
SECONDARY AND POST PRIMARY:					
Government . . .	16	1,833	4	186	4
Grant-aided . . .	8	675	215	41	25
Unassisted . . .	—	—	—	—	—
TOTAL	24	2,508	219	227	29

*Western Region.* Statistics for 1954, excluding Lagos, are as follows:

Types of School	No. of Schools	Pupils		Teachers	
		Boys	Girls	Male	Female
PRIMARY:					
Government . . .	18	} 340,610	115,990	14,231	2,983
Grant-aided . . .	3,185				
Unassisted . . .	1,170				
TOTAL	4,373	340,610	115,990	14,231	2,983
SECONDARY AND POST PRIMARY:					
Government . . .	4	} 8,531	1,163	521	72
Grant-aided . . .	48				
Unassisted . . .	16				
TOTAL	68	8,531	1,163	521	72

*Eastern Region.* The statistics for 1954 are as follows:

Types of School	No. of Schools	Pupils	Teachers
PRIMARY:			
Government . . .	28	4,168	164
Grant-aided . . .	3,511	461,769	16,288
Unassisted . . .	2,242	139,833	4,515
TOTAL	5,781	605,770	20,967
SECONDARY:			
Government . . .	3	467	21
Grant-aided . . .	28	5,952	382
Unassisted . . .	23	4,271	221
TOTAL	54	10,690	624

*Southern Cameroons.* Detailed statistics are not available but the total number of schools and pupils in 1954 was as follows:

	<i>No. of Schools</i>	<i>No. of Pupils</i>	
		<i>Boys</i>	<i>Girls</i>
Primary	319	27,189	6,769
Secondary	2	425	—

*Lagos Area.* Statistics for 1954 are as follows:

<i>Types of School</i>	<i>Pupils</i>		<i>Teachers*</i>	
	<i>Boys</i>	<i>Girls</i>	<i>Male</i>	<i>Female</i>
<b>PRIMARY:</b>				
Government . . .	397	182	11	7
Grant-aided . . .	15,501	10,882	534	531
Unassisted . . .	4,073	3,121	92	189
<b>TOTAL</b>	<b>19,971</b>	<b>14,185</b>	<b>637</b>	<b>727</b>
<b>SECONDARY:</b>				
Government . . .	245	121	17-20	14
Grant-aided . . .	1,564	572	91	28
Unassisted . . .	1,300	100	67	5
<b>TOTAL</b>	<b>3,109</b>	<b>793</b>	<b>175-178</b>	<b>47</b>

\*The figures given for teachers in Non-Government Schools are for approved staff only.

### *Educational Progress*

The Federal Government intended to introduce universal free compulsory primary education in Lagos as soon as possible. This would be done in the following three stages:

(1) *Universal.* This involves the provision of places in primary schools for all children of school age. It necessitates a rapid building programme to expand existing schools and to construct new ones. Two years are to be allowed for this, by which time it is expected that accommodation will be available for the then existing primary school population plus all children in Lagos in the 5-plus age group.

(2) *Free.* It is proposed that fees will be abolished in all grant-aided schools from January 1957.

(3) *Compulsory.* No date can be forecast for this since it will depend on the provision of special schools for retarded and handicapped children and on the rate of progress in the establishment of an efficient school attendance service.

Further details of the plan may be found in the Federation of Nigeria White Paper on Education No. 420/355/1,750 published by the Federal Government Printer, Lagos.

*Northern Region.* The educational policy, undertaken by the Regional Government on coming into office in 1952, was maintained during 1954

with few innovations. The policy implied a task taxing to the full not only the resources of the Education Department, but also those of the Native Administrations and Voluntary Agencies which were contributing so much to its completion.

The principal difficulty encountered by the Region in pursuing its educational policy was the provision of adequate staff. At the end of 1954 there were still 50 vacancies in the establishment of Education Officers, Technical Instructors and Lecturers. The staff problems were particularly acute in the sphere of girls' education.

During the year the Regional Minister of Education made an appeal for educational staff in the leading British newspapers which evidently roused interest and may have good results.

A small number of expatriates already employed in Nigeria offered their services to education and were found suitable for engagement.

Government Teacher Training Centres were opened during 1954 at Keffi and Bida and in the Centre at Katsina a double class was enrolled. It was proposed to "double-stream" the Teacher Training Centres at Bauchi and Bida in 1955. A class was also enrolled for a new Grade II Centre (recruited from Secondary II) at Gombe, which was to be opened in accommodation made available by the Bauchi Native Authority at its Middle School. At Toro, a class was enrolled for the Grade III, in place of the Vernacular Certificate in 1955. It was evident, however, that the continued training of teachers selected not from the senior primary schools but from the top forms of junior primary schools, for what is often known as the "Toro Certificate," would make the task of expansion easier in more than one Province. This particular form of teacher training may be adapted and improved but the time to discard it had not yet come.

Primary educational facilities were expanding steadily in the Region and the number of children at school showed a considerable increase.

A representative committee met at the end of the year to discuss the implications of the changes in the primary school syllabus in the Western Region on the schools following that syllabus in certain areas and localities of the Northern Region. As a result it was proposed to adopt a seven-year course, and to provide a syllabus of school subjects which could be used with very little adaptation in all parts of the Region. The syllabus will include the beginning of English language teaching, where teachers are available, at a very early stage in a child's school life, i.e. at the end of class I. This will not, however, prejudice the sound learning that can be acquired through African languages.

At the end of the financial year 1953-54 there were two Government secondary schools, five Native Authority junior secondary schools, and eight Voluntary Agency secondary schools in the Region. The number of boys from senior primary schools who competed for places at these schools was steadily increasing.

Both Government secondary schools for the first time entered classes for the newly-constituted West African School Certificate, and both were double-streamed, each comprising twelve classes. For the first six

together with interest, might be spent during the 10-year period after the close of the 1956-57 financial year. Thus an income, large enough to support a team of suitably qualified staff and to finance the many necessary research projects, has been assured to the Institute for 15 years, very largely through the Board's liberal endowment.

*Cotton Marketing Board.* The work of production development, initiated and financed by the Board and carried out by the Cotton Coordinating Officer and the Cotton Cultivation Officers, is now beginning to show results ; this work has included the opening up of new development areas, increasing the number of markets, distributing fertiliser, multiplying higher yielding strains and accelerating their distribution. These measures were, until early in 1952, undertaken by the Board which, however, agreed that they should be handed over to the Production Division of the Northern Regional Agricultural Department ; the Division is financed by the Regional Production Development Board with an agreed proportion of expenditure contributed by the Marketing Board. This arrangement conforms to the policy of the Northern Regional Government of maintaining a balanced agricultural economy and, at the same time, increasing as far as possible the production of cash crops. The Board has continued to undertake measures to improve marketing facilities and develop feeder roads, the improvement and development of major roads serving the cotton areas being the responsibility of the Northern Regional Production Development Board under its road programme, to which the Marketing Board has contributed some £200,000.

The 1951-52 record cotton crop coincided with a record groundnut crop and, as a result, storage and evacuation problems became acute ; the season's production of cotton lint was raised and shipped by the end of 1952 but cottonseed stocks are unlikely to be cleared before the middle of 1953.

As a result of its operations during the 1951-52 season the Board realised a surplus of about £2 million thus raising the total of its stabilisation reserves to about £4 million.

### *Improvement of Production Methods*

*Regional Production Development Boards.* The stimulation of production is the main function of the Regional Production Development Boards ; they receive large grants from the various Marketing Boards. The Cocoa Marketing Board has allocated some £7 million to the Western and Eastern Regional Production Development Boards ; the Oil Palm Board has allocated over £5 million to the Boards of all three Regions ; and the Groundnut Marketing Board has allocated about £3·4 million to the Northern Regional Production Development Board.

The most important of the projects on which these funds are being spent are as follows :

credit on the students and the staff. The Centre also undertook training in rural science of students at the adjacent teacher training centre at Yelwa. School farms have always played some part in the activities of schools in the Region, but the rural education centres give them positive direction and integrate their existence with other subjects in the curriculum.

At the end of the year a party of nearly 60 teachers in training, drawn from the Katsina Higher Teachers Training Centre and from the Teacher Training Classes at the Nigerian College of Technology at Zaria, went to Man 'O War Bay for a training course during their end-of-year holiday. They were all volunteers and all Northerners, and great keenness was shown for the project.

At the end of December, 1954, 117 Northern Nigerian students, with scholarships granted by the Northern Regional Scholarship Board from Government funds, were following higher courses abroad. Of this number 107 students were in the United Kingdom.

*Eastern Region.* The Government of the Eastern Region maintained three secondary schools, three training colleges—of which one was for women—14 primary schools, and one technical institute. There were also Government trade training centres, handicraft centres and domestic science centres.

In addition to these Government Schools there were a few County Council and Native Authority schools, but most of the schools and training colleges were conducted by Voluntary Agencies. The majority of these Voluntary Agencies are Christian Missions and the schools are subsidised by grants from the Government and by education rates.

The declared policy of the Eastern Regional Government was to provide universal primary education in the shortest possible time and the local authorities were levying education rates so that communities bore a share of the cost. Eventually the whole of the communities' share were to be met from such rates and school fees in the basic primary schools would then be abolished. Compulsion lies largely with the local government bodies to introduce as and when they feel that they are ready to do so and these bodies were being encouraged to introduce compulsory schemes of primary education.

The general pattern of education was an eight-year primary course divided into four years junior primary and four years senior primary, followed by a five-year secondary course leading to the Cambridge School Certificate. The average ages for entering and leaving primary schools were 6 and 14, and in the case of secondary schools 14 and 19.

There were no universities and no facilities for higher education in the Region. Contracts were given and work commenced, however, on the construction of staff quarters for the Eastern Regional Branch of the Nigerian College of Arts, Science and Technology, at Enugu.

There were 26 elementary training centres for teachers in the Region and 15 higher elementary training centres. At the end of 1954, 860 elementary and 396 higher elementary trained teachers passed out of the Centres.

demonstrations of fertilisers have again been carried out and a start was made in selling fertilisers, but this brought to light the need for a credit system as many farmers had to restrict their purchases through lack of ready cash. This problem will have to be faced if the large-scale use of fertilisers is to be adopted. Whereas previous work has given a useful indication of the type of mixture required and the general rate of application to food crops such as yams and cassava, in 1952 experiments were confined to narrow geographical limits in order to obtain more accurate information. In the Western Region fertiliser experiments were carried out on yams, maize, rice, cotton and cassava. The present indications are that, except in special circumstances, commercial applications may be uneconomic in the Forest Zone of the Region.

*Irrigation.* With the welcome recruitment of six irrigation engineers it has been possible to initiate surveys of suitable areas and to concentrate on the projects already in existence. The two most important irrigation schemes, from an agricultural view point, are at Bida and Badeggi. The Bida Scheme is strictly experimental and is designed to protect some 3,000 acres from flooding by the construction of an embankment, some 5 miles long, running parallel to the Kaduna River. About one mile has been completed in addition to the diversion of two perennial streams which previously passed through the area. Over 5,000 feet of distributing and 14,000 feet of field channel were completed to give command of over 600 acres. If this scheme proves economically sound the principle on which it is based should have wide application in local alluvial soils.

The Badeggi Scheme is a straightforward project for supplying irrigation water to 2,500 acres for rice production from a perennial stream. A main canal over 9,000 feet long has been dug and a branch canal is under construction. It is hoped that the experience gained from this scheme can be widely applied in other larger and wider projects.

The Irrigation Training School at Sokoto has continued to function satisfactorily. During the year 17 officers of the junior grade successfully completed the training course. In Sokoto Province four small prototype village irrigation schemes were completed and are now under observation to determine whether technical modifications will be necessary in designing further schemes of a similar type.

An Irrigation engineer is to undertake a general survey of the Western Region with a view to increasing swamp rice production.

*Mechanisation.* There is still no evidence to show that tractor cultivation can yet be economically employed in upland farming in northern Nigeria. The crops, soil and rainfall of this area do not lend themselves to complete mechanisation and the saving of hand labour is not sufficient to compensate for the cost of maintaining the equipment. On the other hand, the mechanical cultivation of low-lying swamp land which involves only ploughing and disc-harrowing is remunerative and has been successful at Sokoto, Kano, Shemanker, Bida and Yola. A

1954 there were only 98 graduates working as full-time teachers. The scarcity of science graduates was particularly serious.

On the whole the standard of work in the secondary schools was improving because the academic staff was better and teachers had more knowledge. On the other hand, the general standard of teaching method was not good and there was room for three or four itinerant advisers who could help secondary school teachers and persuade them to adopt improved teaching methods.

In January, 1954, the four new girls secondary schools brought the total in the Region up to 14. In addition, over 100 girls were attending mixed secondary schools. The question of secondary co-education required some serious consideration as the girls in mixed schools were greatly out-numbered by the boys and the essential female staff was not available.

Two new teacher-training centres were opened in January, 1954—the Anglican Teacher Training College, Asaba, and the African Church Teacher Training College, Ikirun. There were 54 teacher training centres operating in the Region and it was estimated that approximately 1,400 Grade III teachers and 200 Grade II teachers were trained during the year.

Special consideration was being given to the question of teachers' courses in domestic science. There was a special course for domestic science teachers at the Women's Training College, Ilesha, but the 1953 results were extremely disappointing.

Local Authorities have become much more enthusiastic about adult education and there were demands for literacy schemes in many areas. The experiment of special classes for women was taking shape in the form of residential women's centres. During the year 3,140 literacy certificates were awarded in the Region, of which about 400 went to women.

In the sphere of technical education good progress was made in the various building projects at the Yaba Trade Centre, the Yaba Technical Institute, the Sapele Trade Centre, and the Womens' Trade Centre at Abeokuta. The building of the Trade Centre at Warri was started.

There were a total of 282 students from the Western Region studying overseas on Government scholarships of whom 269 were in the United Kingdom.

#### *University College, Ibadan*

There were over 500 students in residence, grouped in four residential colleges. Residential colleges hold an average of 160 students in single study bedrooms. The buildings include an assembly hall which accommodates nearly 1,000 people, an arts theatre equipped for lectures, plays and cinema, and a library containing over 80,000 volumes open to members of the College and, as far as possible, to anyone in Nigeria with serious reason for using it.

Details of the examinations taken at University College are given on p. 101.



*University College Hospital*

The building programme which was begun in 1952 was making excellent progress and the target date for its completion was December, 1955. It was hoped to establish the Hospital as a working unit by October, 1956.

His Excellency the Governor-General of the Federation of Nigeria, Sir John Macpherson, laid the Foundation Stone on the 18th November, 1954, at an impressive ceremony.

*Nigerian College of Arts, Science and Technology*

The College was officially opened at its Ibadan branch on February 27th, 1954, by His Excellency the Governor, Sir John Macpherson, supported by the Central Minister of Education, the Honourable Shettima Kashim.

During the session beginning in September, 1954, 162 students took up residence at the Ibadan Branch, 28 of whom were studying architecture, 4 arts and crafts, 4 commercial art, 12 book-keeping and accountancy, 11 secretarial subjects and 12 teacher training: 36 students were taking the course leading to the General Certificate of Education (Advanced Level) in Arts, and 55 in Science.

At the Zaria Branch, 67 students were pursuing an Intermediate course, of whom 7 were studying for the Cambridge Higher School Certificate and 60 for the General Certificate of Education (Advanced Level). Of these 23 were taking this course as part of their training for the Teacher's Certificate to be awarded in association with the University of London Institute of Education.

The Enugu Branch was under construction. Subject to staff and accommodation being available, it was hoped to admit some students to this branch in 1955.

Building was in progress in all three branches. At the Ibadan Branch, three lecture room blocks, three laboratory blocks, five hostels to accommodate 200 students, junior common room, students dining hall and kitchen, administration block and senior and junior staff houses were completed. The assembly hall and library remained to be built.

Construction of senior and junior staff houses at the Zaria Branch was well under way. The engineering workshops, senior common room and the office and stores block were also nearing completion. A contract was let for the remaining buildings at this branch, consisting of assembly hall and gymnasium, students hostels and lecture theatres.

*The Technical Institute, Yaba*

Very good progress was made in the various building projects. A new hostel was completed during 1954, as were two blocks of flats containing four senior staff quarters and three senior staff bungalows. The commerce, design, art and building blocks were all completed.

The recruitment of staff was still a serious problem, particularly of lecturers and assistant lecturers. During the year the staff comprised

The Cocoa Soil Survey Section continued its detailed reconnaissance survey of the cocoa belt of the Western Region while a survey of the Plantations Project, covering 21 square miles under development by the Western Regional Production Development Board in Ijebu Province, was completed ; in addition, about 50 smaller surveys have been carried out with a view to replanting cocoa in areas where trees have had to be cut out as a result of swollen shoot disease.

**Maize.** The selection and breeding of maize for high yield and resistance to the rust *Puccinia polysora* was taken over in November, 1952, by the newly appointed Maize Rust Research Unit. Several varieties of maize from other countries have been tested under local conditions, among which were some promising varieties from Mexico which have shown immunity and high resistance to rust.

**Cotton.** Work on cotton breeding, which is undertaken by staff of the Empire Cotton Growing Corporation, has continued to make steady progress. The new nucleus stock of the selected strain Samaru 26C has continued to give most satisfactory results in tests, showing an advance on the older stocks in both yields and quality.

The multiplication scheme at Daudawa has been improved and consolidated, and a subsidiary scheme has been started at Gombe to provide seed for Bauchi, Adamawa and Bornu Provinces.

**Groundnuts.** Seventeen new varieties of groundnuts were introduced for trial. Infestation by *Trogoderma granarium* of the 1951-52 crop, stacked in pyramids awaiting evacuation, was detected in May and by the end of the year about 50,000 tons had been fumigated with methyl bromide, a method which is reported to be 100 per cent effective with no resultant losses. Fumigation is in the hands of the Produce Inspection Service of the Department of Marketing and Exports, whose staff were trained by a representative of the London Fumigation Company. The West African Stored Products Research Unit is attached to the Department for administrative purposes and consists of a small team of specialists engaged in research into the quality of produce with particular reference to pest infestation ; 90 per cent of the Unit's funds are found by Nigeria and of this 75 per cent is met by the Marketing Boards. Its work has been mainly concerned with groundnuts and, as a result, the risks of extensive infestation by *Trogoderma granarium* have been much reduced ; but *Tribolium castaneum* causes much damage in stored groundnuts and is now receiving the attention of the Unit.

**West African Institute for Oil Palm Research, Benin.** The former Oil Palm Research Station has been converted into a semi-autonomous Institute which began to function in April. Its research work will serve the whole of British West Africa. It is managed by a committee under a chairman appointed by the Secretary of State. There is a main research station near Benin, covering 4,000 acres, and a sub-station in Calabar Province, covering 450 acres. The capital development of the main station has continued although there were difficulties

Recruitment started during 1954 for a new trade course in plumbing. In March, 1954, there were 250 apprentices in training, distributed as follows:

<i>Trade</i>	<i>Number</i>
Carpenters . . . .	38
Cabinetmakers . . . .	34
Motor Mechanics . . . .	40
Sheetmetal Workers . . . .	10
Electricians . . . .	26
Painters and Decorators . . . .	28
Blacksmiths and Welders . . . .	17
Wood Machinists . . . .	22
Fitter/Machinists . . . .	16
Bricklayers . . . .	19
<b>TOTAL</b>	<b>250</b>

In addition to the above courses, there was a special course, begun in October, 1953, for overhead linesmen for the Electricity Corporation of Nigeria, attended by 18 apprentices. Accommodation was provided in the Centre and the trainees were subject to the normal Trade Centre discipline. The Electricity Corporation of Nigeria provided the instructor together with all equipment and was responsible for the cost of food for the trainees.

#### *Nigerian Students Overseas*

In addition to the Nigerian students in higher educational institutions in the territory a large number of students, both private and officially sponsored, were taking courses overseas.

There were a large number of students whose studies abroad were officially sponsored and who were holders of Government scholarships. Subjects studied were wide and varied, including arts and science degree courses, teacher training, civil, electrical and mechanical engineering, agriculture, public administration, domestic science, economics, medicine, pharmacy, dentistry, nursing, horticulture, animal husbandry, handicrafts, radiology, printing, secretarial work, architecture, social science, journalism, etc.

The number of students with Government scholarships studying abroad during 1954 were as follows:

<i>From</i>	<i>Total Studying Overseas</i>	<i>Studying in U.K.</i>
Northern Region	117	107
Eastern Region	210	179
Western Region	282	269

It was estimated that there were also about 2,348 Nigerian private students overseas in 1954. Of these about 2,054 were in the United Kingdom and 294 in North America. Since nearly half of them must have gone abroad without the knowledge or recommendation of the Students' Advisory Committee, it is difficult to give details of the subjects studied.

It may be assumed, however, that about one-third of them were engaged upon the major professional courses, e.g. medicine, engineering, law and nursing.

The chief function of the Nigerian Liaison Officers in the United Kingdom and in America was supervising the welfare of Nigerian students in those countries. They were available to students for advice and help in matters concerning their lodgings, health and their general relations with their University or College authorities.

In North America, the Nigerian Liaison Office in Washington also assisted in securing places for students recommended by the Lagos Committee for African Students in North America.

Hitherto, Nigerian Liaison Officers in the United Kingdom had been attached to the Students' Department of the Colonial Office, but a Nigerian Students' Unit has now been established in London as a branch of the Nigeria Office. The Unit was headed by Mr. A. B. Oyediran, Director of Students.

### *Adult Education*

The activities of the Adult Branch of the Education Department were much stimulated by the report of Mr. G. Wilson, Director of the Literature Bureau of Northern Rhodesia and Nyasaland, who visited Nigeria at the request of the Central Government late in 1953. The proposals he made for the formation of a Literature Agency to work in liaison with, but under distinct management, from the Adult Education branch, were being implemented. The Agency was in the process of establishing itself with a separate system of accountancy and under conditions which aim at eventual commercial self-sufficiency. The provision of reading matter, not only for the newly literate, but also for those who learned to read at school is a matter of the most serious importance. It is hoped that the Literature Agency will contribute a great deal, in this way, towards the continuing process of education.

There were four main spheres to which the activities of the Adult Branch of the Education Department were directed. The first is that of adult literacy. In the Northern Region there were 5,000 classes from which the estimated output of literates was about 24,000, while in the Eastern Region there were 41 schemes under 21 organisers, which included 1,841 classes in 513 centres with a total enrolment of 36,590. The second sphere was that of public enlightenment, in which the Department assisted in the work done by other agencies in the dissemination of useful knowledge and the development of civil consciousness. The third was the production of visual aids and practical demonstrations, such as film strips, as an aid to public enlightenment; and the fourth was the production and distribution of the literature required for the reading public which must obviously expand with the increase in public literacy. This literature is produced in as many as twenty different languages, in a common standard of orthography. It takes the form of vernacular news sheets, pamphlets and general reading matter in English as well as African languages. A considerable amount of the material published is written by private individuals.

the diagnosis of contagious bovine pleuro-pneumonia in the field. The presence of Newcastle disease having been confirmed the production of an egg-adapted vaccine is being investigated. The issue of biological products from the Veterinary Research Laboratories at Vom totalled nearly 4,730,000 doses—an increase of over 700,000 doses on the preceding year.

### *Education*

The Veterinary School at Vom had its full complement of 70 students of whom 39 were from the Northern Region and 11 from other West African Territories. Twenty-five trained men passed out for service during the year.

For information on the dairy at Vom and the piggery at Minna, see page 55.

### FORESTRY

Nigeria is a country mainly of savannah woodland, not of rich ever-green rain forest. The savannah woodlands, apart from narrow belts of forest along their water courses, supply only small dimensioned lumber and firewood for local use ; the rain forest of the coastal belt alone yields export timber in large quantities.

The northern limit of this rain forest runs roughly along a line from Ilaro in the west, through Oyo, Ado-Ekiti, Onitsha, Abakaliki, Ogoja to a little north of Mamfe in the Southern Cameroons in the east. The Northern Region therefore falls entirely outside the rain forest belt : it is savannah country from which is extracted a limited amount of wood for domestic consumption. But the growth of these trees and shrubs is the only safeguard against soil erosion available under the primitive system of peasant agriculture which prevails over most parts of the country. The greater part of the tree growth in Nigeria should, in short, not be classed as forest but as essential agricultural fallow.

### *Timber Production*

Timber products are of three categories—logs, sawn timber and plywood (including veneers). Of these, logs are by far the most important, accounting for roughly  $7\frac{1}{2}$  million cubic feet as compared with rather less than 1 million cubic feet of sawn timber.

Production is mainly in the hands of a few export firms, although a considerable quantity is produced by smaller-scale African traders who may deal either in a few occasional logs or in larger regular quantities for export by themselves or for sale to one of the export firms. The boom of 1951 attracted a large number of speculative merchants whose activities have now fortunately ceased.

The main production comes from the natural forests, plantations as yet being confined to the growing of wood for small-sized poles or for fuel. Eight-ninths of all timber produced is still obtained from forest outside the permanent forest reserves. The three Regions differ considerably in their productivity—the West produces luxury and general constructional woods for export, to which the East contributes

very little and the North nothing. Such timber as the East produces is mainly for local building but, even so, a fair amount of lumber used in the Region is the produce of mills in the West. The North, where there is a general absence of large trees, has only one sawmill.

There is a vast local consumption of forest produce, mainly crude products or low-grade timber in the round or roughly hewn form, but it is not possible to tell its exact quantity. The internal demand for good-quality lumber, although rising, is still very small for the size of the population and is largely satisfied by pit-sawing and by small capacity mills of which there are now a fair number.

During 1952 there was a recession in the timber trade from the extraordinary boom of the previous year. But this recession did not constitute a slump ; for the exports amounted to twice those for 1949 and seven times those for 1939.

### *Forestry Development*

The greatest activity in the development of the forest estate necessarily took place in the Northern Region where a number of forest reserves are in various stages of settlement but only one reached final gazetting. The regionalisation of forestry as a subject necessitated the amendment of the Forestry Ordinance and the consequent alteration of all draft orders ; this was responsible for the delays between settlement and final constitution. In addition to the reserves 75 new communal forest areas, amounting to 58 square miles, were declared in the North. In the Eastern Region work was mainly directed to redefining the boundaries of existing reserves and 14 Orders or Public Notices affecting them were published. In the Western Region, although three new small reserves were constituted, consolidation by re-survey actually resulted in a net loss of 9 square miles. The following table shows the progress made during the year in respect of forest reserves :

	<i>Northern Region</i>	<i>Eastern Region</i>	<i>Western Region</i>
Reserves approved but not legally constituted . . .	550 sq. miles	—	25 sq. miles
Reserves constituted but not completely demarcated . .	—	—	36 sq. miles
Reserves constituted and demarcated . . . . .	145 sq. miles	97 sq. miles	121 sq. miles

This brought the proportion of land set aside for permanent forestry in the three Regions to 6·1 per cent in the North, 15·6 per cent in the West, and 10·4 per cent in the East, representing a percentage of 7·8 for the whole country.

### FISHERIES.

Progress has been steady except in the matter of sea fishing which has been handicapped by mechanical troubles aggravated by the shortage of repair and building facilities. A Nigerian member of the staff has been promoted to Fisheries Officer but the senior establishment is still one short.

### *Sea Fishing*

Use of the encircling net for ethmalosa and the large-meshed net for sawfish and sharks continues to spread, and long lines for sea-cat have been introduced. A master fisherman is now based at Opobo to investigate the possibilities of motor-boat fishing with Nigerian crews. He has one vessel in commission and two more nearly ready. The Gold Coast canoe fishermen established in the Cameroons continued to do well.

A motor-boat manned entirely by Nigerians trained by the Department trawled successfully out of Victoria. The vessel is supplied and maintained by the Cameroons Development Corporation.

### *Inland Fisheries and Fish Culture*

A considerable amount of planning was done on the large fish farm at Panyam. Constructional work continues under the supervision of the fish farmer who has been transferred to the Department of local Industries, Northern Region. Many reservoirs on the Plateau were stocked, as was the large new reservoir at Ilorin.

The tilapia fishery established in the Eleyele reservoir now comprises 40 fishermen using set nets and traps. Work was started on fresh water ponds at Ife in co-operation with a local cocoa farmer, and a site for tidal ponds was surveyed near Warri. Ponds at Ovim and Itu were completed and stocked. A site for numerous family ponds was found near Enugu and development is now being discussed.

## MINING

Mining of all minerals except coal is carried on by large and small mining companies and by private African, European and Syrian operators. At the end of March, 1952 there were 147 operators engaged in mining all minerals save coal. Of these, 25 were public limited companies incorporated in the United Kingdom and 22 were private limited companies incorporated in Nigeria (15 British owned, 2 Nigerian, 3 French and 1 each Swiss-French and Lebanese). There were 5 firms all Nigerian owned, operating under registered business names and 95 private operators of whom 66 were British, 15 Nigerian, 5 Syrian, 3 Greek, 1 Swiss, 4 French and 1 American.

Companies incorporated in the United Kingdom are responsible for about 70 per cent of the tin and 85 per cent of the columbite production and those incorporated in Nigeria for about 8 per cent of the tin and 6 per cent of the columbite production. The firms operating under registered business names produce about  $\frac{1}{2}$  per cent of the tin output and no columbite, while private operators produce about 20 per cent of the tin and 7 per cent of the columbite output. All tin and columbite is exported in the form of ores.

Gold production is entirely in the hands of small firms or private operators, the greater number of whom are Nigerian. Most of the gold produced is absorbed internally.

Rainfall affects mineral production indirectly as well as directly. A rainfall shortage in the wet season or a late start and early finish to the

In a follow-up, 80,000 people were re-examined. Relapses totalled 40 (0.05 per cent) and new infections 123 (0.15 per cent).

The yaws campaign, like those against any major community affliction, is essentially a means to an end, the end being the establishment of permanently improved general rural health services on a broad basis.

### *Schistosomiasis*

Work on schistosomiasis (bilharzia) was done at Wulgo in Bornu Province of the Northern Region. This was a joint operation between the Medical Department and the Agricultural Department and was carried out in the area of a rice irrigation scheme. It was anticipated that without control the irrigation of a wide area by water from Lake Chad, which is known to be infested with snails, would greatly increase the incidence of rectal and urinary schistosomiasis by increasing human contact with infested water. All labourers employed on construction received medical examinations by the Medical Field Units and, where practicable, treatment. In addition, adequate sanitation was ensured at the place of work of the labourers and a dependable water supply was arranged. This was as far as the scheme had progressed so far, but it was further planned to destroy snails by treating all water passing to the irrigated fields with sodium pentachlorophenate.

### *Enteric Group of Fevers*

One hundred and twenty-five cases were notified during the year. Most of the cases occur in the area of the Benue River around Makurdi. The water supply of this town is taken from the river and has not, hitherto, undergone purification. There is no definite evidence to show that this group of fevers is common amongst the community as a whole, but since hygiene is defective almost throughout the rural areas, conditions are theoretically favourable to transmission. Mortality figures taken from a rural district in Katsina Province showed an overall mortality of about 4 per 1,000 due to "Stomach and Bowel complaints." The large mortality (about 16 per 1,000) due to unspecified fever *may* in part be due to typhoid, but a closer investigation was necessary to determine this.

### *Dysentery*

Hospital figures during 1954 totalled 15,658 cases, the vast majority of which were of the bacillary type; there were 190 deaths. Both bacillary and protozoal dysentery are common, and local epidemics occur from time to time. The dysenteries appear to be neither as common, nor as severe, as in India and the Far East.

### *Primary Pneumonia*

There is one recorded epidemic of the disease. This occurred in Northern Katsina Province shortly after the harvest of 1950. In two months 690 cases were diagnosed in four village areas having a total



1,348 ounces. The production of kaolin, obtained from worked tin areas, was absorbed by a local pottery manufacturer with works at Ikorodu.

### *Oil*

The Shell D'Arcy Petroleum Development Company of Nigeria Ltd. continued with extensive seismic and gravimetric surveys and geological field work in southern Nigeria in their search for oil, and initiated several deep test wells. One such well, at Ihuo in Owerri Province, was sunk to 11,228 feet before being plugged and abandoned.

### *Coal*

The opening of the new mine, named Hayes, was the main feature of interest in the coal industry during the year. When in full production, this mine will yield 1,500 tons a day and is expected to remain in operation for about forty years. The mine will be more highly mechanised than the two older mines : the coal will be conveyed by aerial ropeway from Hayes to the Obwetti bunkers. Hayes is already in production. The output, which is gradually rising, was about 5,500 tons per month at the end of the year and was distributed by road.

The total coal output for the calendar year, 1952, was 581,710 tons, an increase of 31,429 tons on 1951. Early in the year there was a shortage of railway wagons but they later became more plentiful and production improved steadily. Better delivery of stores and equipment assisted the increase.

During the early part of the year, labour relations were good but they deteriorated later and there were periods of go-slow strike, one lasting three weeks. These go-slows were due to dissension within the union, which still continues. The Labour Department and the Enugu Council of Labour, an organisation including representatives from all trade unions in Enugu, are helping in the re-forming of the Nigerian Coal Miners Union in Enugu so that it will be fully representative of the miners.

Welfare work has continued steadily and much attention has been attracted by the excellent ante- and post-natal clinics that have been run for some years by the Corporation for its employees' families. Sports have been encouraged and the mobile cinema showing six nights a week in housing estates and villages has been very popular. Three more shops for the sale of scarce consumer goods at low cost have been opened.

The programme of prospecting by drilling ahead of the present workings was completed during the year. It is estimated that at least 40 million tons of workable coal remain to be mined in the immediate vicinity of the present pits at Enugu. The prospecting of the Upper Coal Measures in the valleys of the Oji and Mamu was completed. The results were disappointing and showed that the Upper Coal Measures seams in these valleys could not be extracted economically. Prospecting of the Orukpa coalfield in the Northern Region and of the Asaba lignites in the Western Region continues but it is as yet too early for a definite assessment of their value.

### *Geological Survey*

The headquarter offices and laboratories of the Geological Survey are at Kaduna Junction ; there are also offices at Enugu and Jos. From Enugu, work is directed to the exploration of the coal, lignite, limestone and iron ore resources of eastern Nigeria. The Jos office serves the needs of the tin- and columbite-mining industry. Geologists have worked during the year in the three Regions and in the southern Cameroons. Close liaison has been maintained with the geological staffs of mining companies working in the country. Advice on the siting of wells and boreholes for water-supply has been given constantly.

Mapping of the thick coals at Ezimo and Orukpa, 40 miles north of Enugu, has continued in preparation for further drilling. At Enugu large reserves of easily-mineable coal have been discovered close to the Iva Mine. Drilling has been carried on by contractors to assist in planning the development of the Colliery. The Upper Coal Measure coals at Inyi, west of Enugu, have been tested, but with disappointing results. Drilling has also been carried out on the lignite deposits of Asaba in Benin Province.

The Department's drill has been engaged during much of the year in testing the iron ores of the Agbaja Plateau, near Lokoja. The ore occurs in beds up to 50 feet thick. Some good-quality ore is available, but the grade of much of the deposit is variable. Other iron ores were found by the Geological Survey near Enugu, and are being investigated by drilling and pitting. Their proximity to sources of coal and limestone, and to the railway, may make them more suitable than the Lokoja ores for development, but many technical difficulties remain to be surmounted before they can be used as a basis for a Nigerian iron-smelting industry.

Work by the Geological Survey has shown that the columbite recovered with tin from the alluvial deposits of the Plateau tinfields is derived from the Younger Granites. Some of these in the Jos region are deeply weathered, and in places the decomposed rock contains payable quantities of columbite. If successful methods of extraction can be developed, a substantial increase in Nigeria's reserves of this mineral will have been established.

The publication of reports by the Atomic Energy Division of the Geological Survey of Great Britain on the occurrence in Nigeria of pyrochlore, a radio-active mineral, gave rise to much publicity. Large tonnages of pyrochlore-granite are known, but much research remains to be done before the mineral can be extracted from the rock on a commercial scale.

### MANUFACTURING INDUSTRIES

Subsequent to the visit of the Minister of Commerce and Industries to Europe in June and July, it was decided by the Council of Ministers that the services of an industrial consultant should be sought and that an Industrial Development Corporation should be set up competent to execute large-scale industrial enterprises on behalf of Government.

Action on these proposals was, however, deferred when it was decided to invite the International Bank to carry out an economic survey of the country. In view of the changing constitutional pattern and the decision of the Council of Ministers the functions of the Industries Branch are under review. It is likely that the Branch will concentrate upon industrial research and investigation and the planning of industrial projects for the Nigerian entrepreneur, for regional development agencies and for the Industrial Development Corporation. It may also be called upon to run pilot plants or plants of strategic importance on behalf of Government. It will be evident from this account of the activities of the Commerce and Industries Department that this is a transitional period.

The most important manufacturing establishments in the country are the United Africa Company's plywood factory at Sapele, the Nigerian Tobacco Company's cigarette factory at Ibadan, and the brewery of Nigeria Brewery, Limited, at Lagos.

### *Textiles*

Supplies of yarn and of dyestuff were easier during the year and there was an increase in the production from broad looms. Weavers continue to use yarn spun at Duala in increasing amounts. Production from the Kano Citizens' Trading Company Mill increased significantly and two-shift working will soon be possible. The addition of a small spinning unit to supply yarn to the 50 looms is under consideration. The re-opening of the Textile Training Centre at Aba was warmly welcomed and the training courses have been well filled. Working weavers used this Centre increasingly as a source of supply for dyed yarn. The number of weavers increased most in the neighbourhood of Aba: looms are made by local carpenters, who have shown enterprise in tackling this kind of work.

### *Fibre Investigations*

The examination of fibres likely to be of value as jute substitutes continued, with especial reference to the retting of hibiscus and to the spinning properties of clappertonia. The planning of a mill for the utilisation of coconut fibre reached an advanced stage.

### *Pottery*

The development of the rural pottery industry by the introduction of the potter's wheel, the use of glazes and the improvement of firing methods, was carried a stage further by the opening of two more Training Centres, at Abuja in the Northern Region and Ado-Ekiti in the Western Region. At Okigwi, in the East, pottery was made on a small commercial scale by trainees who had completed the course at the Training Centre. Their products found a ready sale.

### *Boatbuilding*

A vessel of 20 tons capacity, built and rigged on the general lines of a Norfolk wherry, was launched from the experimental boatyard at Makurdi and underwent preliminary tests. Other construction in-

cluded a poling barge, with auxiliary sail, of five tons capacity, made of Nigerian plywood, a pontoon ferry for use on the Donga River, capable of carrying a lorry and a car together, and the laying of the keel of a motor tug designed to tow four of the five-ton-capacity barges. At the experimental boatyard at Opobo one of the two fast launches for the Provincial Administration was launched and put into service. Construction of motor fishing vessels intended for the use of the Fisheries Section has been started. The first prototype of the Motor barge was subject to prolonged trials organised by the boatyard. On completion of the trials, the vessel was sold to the Agricultural Department for use as a mobile rice mill. A second barge, modified as a result of the experience gained from the first, was under construction. The Eastern Regional Production Development Board had decided to erect a yard at Opobo for the production of river and creek craft on a commercial scale. The design is likely to be based on the spoon-bowed barge which has been evolved at the experimental yard. Similarly, at Epe a commercial yard is being completed to the order of the Western Regional Government, where craft designed for lagoon navigation will be constructed.

#### *Dairying*

Production for the year by the dairy at Vom was as follows :

Butter . . . . .	246,162 lb.
Cheese . . . . .	72,130 lb.
Clarified butter fat . . . . .	64,964 lb.

#### *Pig Production*

The monthly output of baconers from the Minna Piggery rose steadily from 91 in January to 227 in December, while the stock increased from 990 to 1,363. This enterprise is showing a trading profit and its disposal is under consideration.

#### *Gari-making*

The trials of a simple machine able to grate cassava root reached a successful conclusion. Blue prints were distributed to engineering firms in Nigeria, as a result of which three different types were put on sale to the public and two other types reached the demonstration stage. Prototypes were installed in the pioneer palm oil mills in the Western Region, and a mobile model was taken on an extensive tour of the cassava-producing areas. Investigations continue into the mechanisation of other gari-making processes.

#### *Canning*

During its first season the Lafia Cannery, Ibadan, produced 392,283 cans (1 lb.) of grapefruit segments, 58,253 cans of grapefruit juice, and smaller quantities of other fruits. This enterprise was handed over on 1st April to the Western Regional Production Development Board, and is to be incorporated by the Board into a larger canning project. A small experimental cannery has been opened in Kano to investigate the possibilities of canning meat.

In the Regions the Directors of Medical Services administer all the Government's medical and health services and exercise a certain amount of supervisory control over the medical activities of Native Administrations, voluntary agencies and private bodies. The regions are divided into Medical Divisions each under a Senior Medical Officer, and these are subdivided into Medical Areas under a Medical Officer. The Medical Areas are each served by a Government Hospital and the Medical Officer in charge is usually responsible for the public health of his area as well as the medical services. In some of the larger townships, however, there are Medical Officers of Health to deal with public health matters.

The Medical Officers are responsible to the Senior Medical Officers of their Divisions who are themselves responsible to the Regional Director.

In the larger Areas a Health Superintendent assists the Medical Officer in supervising the public health and there are several Sanitary Inspectors under each Health Superintendent. In the smaller Areas both Government and Regional Sanitary Inspectors are responsible to the Medical Officer.

### *Policy*

The policy of the Medical and Health Departments was the promotion of health by a properly organised system of health education and the extension of curative facilities, particularly in the direction of domiciliary midwifery.

### *Staff*

The following categories of doctors and nurses were at work:

Registered physicians	persons with degrees recognised both locally and in the metropolitan country.
Licensed physicians	persons with degrees recognised locally but not having metropolitan recognition.
Medical assistants	persons with medical training below the university level.
Nurses of senior training	persons with training equivalent to that provided in the metropolitan country.
Certificated nurses	persons with certificate recognised locally but not having metropolitan recognition.

In the following table where it was known that there were no staff of a certain category the word Nil is used. In other cases information was not available.

### *Federal Territory*

	<i>Government</i>	<i>Mission</i>	<i>Private</i>
Registered physicians . . .	56	—	14
Licensed physicians . . .	3	—	—
Medical Assistants . . .	—	—	—
Nurses of senior training . .	36*	—	—

	Government	Mission	Private
Certificated nurses . . . . .	359	—	—
Partially-trained nurses . . . . .	128	—	—
Midwives of senior training . . . . .	32*	3 } Lagos Town	—
Certificated midwives . . . . .	—	36 } Council.	—
Sanitary Inspectors . . . . .	12	82 }	—
Laboratory and X-ray Technicians . . . . .	92	Nil	Nil
Pharmacists . . . . .	60	Nil	—
Others . . . . .	57	66 (Lagos Town Council.)	—

\*32 per cent of these were midwives, 14 of whom did midwifery part-time or whole time.

### Northern Region

	Government	Mission	Native Administration	Private
Doctors of all categories including medical assistants . . . . .	77	16	Nil	2
Nurses of Senior training and Certificated nurses . . . . .	416	189	27	Nil
Partially trained nurses . . . . .	Nil	—	247	Nil
Midwives of senior training . . . . .	37	29	Nil	Nil
Certificated midwives and partially trained midwives . . . . .	37	21	49	Nil
Sanitary Inspectors . . . . .	96*	Nil	388	Nil
Laboratory and X-ray Technicians . . . . .	25	—	13	Nil
Pharmacists . . . . .	58	6	7	—
Sleeping Sickness Control Officers and Superintendents . . . . .	16	Nil	Nil	Nil
Medical Field Unit Superintendents . . . . .	9	Nil	Nil	Nil
Dental Officers . . . . .	4	Nil	Nil	1
Lecturers (Kano Medical School) . . . . .	2	Nil	Nil	Nil
Leprosy Control Officers . . . . .	2	Nil	Nil	Nil
Entomologists . . . . .	3	Nil	Nil	Nil
Sleeping Sickness Assistants . . . . .	163	Nil	Nil	Nil
Medical Field Unit Inspectors and Assistants . . . . .	115	Nil	Nil	Nil
Dispensary Attendants . . . . .	Nil	50	476	Nil

\* Includes 19 Superintendents.

### Eastern Region and the Cameroons

	Government	Mission	Private
Registered physicians . . . . .	68	32	27
Licensed physicians . . . . .	3*	—	—
Nurses of senior training . . . . .	42	46	—
Nurses and Midwives, certificated or partially trained . . . . .	571	798	—
Sanitary inspectors . . . . .	100	—	—
Laboratory and X-ray technicians . . . . .	2	—	—
Pharmacists . . . . .	49	—	—
Leprosy Secretaries and Control Offices . . . . .	9	—	—
Superintendants—health, medical field units, sleeping sickness laboratory . . . . .	16	—	—

\* Dentists.

farming societies in Ilorin have made satisfactory progress and both have increased their acreage. A total of 38 societies was registered during the year and six were liquidated.

### *Western Region*

During the year the Nigerian Co-operative Federation was dissolved and the Co-operative Union of Western Nigeria was formed and received a grant for the year of £2,640 from the Regional Government. The first Co-operative Congress was held in September and representatives from the other Regions and the Gold Coast attended. Four rice mills were taken over by co-operative organisations, and there are now seven co-operative farms registered. Although the percentage of cocoa marketed by co-operative organisations fell to 9·7 per cent of the total purchases by licensed buying agents, their financial position improved considerably, the net profit amounting to £30,310. In view of the policy of the Western Regional Government to extend co-operative marketing facilities to products other than cocoa, the Association of Nigerian Co-operative Exporters (which is the largest African licensed buying agent for the Cocoa Marketing Board) was accepted as licensed buying agent for the Palm Produce Marketing Board. The numbers and types of societies in the Region at the end of 1952 were :

Thrift & Credit Societies	7
Thrift & Loan Societies .	115
Marketing Societies .	316
Consumers' Societies .	2
Others . . . . .	49

489 of which 22 were unregistered.

### *Eastern Region*

In spite of liquidations the number of societies increased during the year by 101 and now totals 645, with a total membership of over 30,000 and a working capital of £216,000 ; 89 women's societies were in existence and it is estimated that some 10,000 women are within the movement. Thrift and credit societies continued to multiply in Calabar Province and there were encouraging signs of their spread into neighbouring Provinces. Much thought was given to the problem of how co-operatives can help the primary producer of palm-oil, and two pilot societies have been formed. Co-operative banana marketing began during the year and there is reason to believe that this venture will flourish. At the beginning of the year the Co-operative Union of Eastern Nigeria and the Cameroons was formed. The numbers and types of societies in the Region at the end of 1952 were :

Thrift and Credit Societies .	501
Thrift and Loan Societies .	60
Marketing Societies . . .	34
Consumers' Societies . . .	8
Craft Societies . . . . .	5
Others . . . . .	6
Secondaries . . . . .	31
	<hr/> 645

## Chapter 7: Social Services

### EDUCATION

#### *General*

The continued expansion of education, which was mentioned in the 1951 Report, was carried a stage further in 1952 and under somewhat changed circumstances. The year saw the appointment of Mr. Shettima Kashim as Nigeria's first Minister of Social Services and the completion of the process of regionalisation begun five years earlier, by which, under the new Constitution, the Director of Education for Nigeria became Inspector-General, while his deputies in the Regions assumed the title and responsibilities of Regional Directors, responsible for educational affairs to the Regional Ministers of Education. In each Region the headquarters staff assumed the same pattern, a Director, a Deputy and three Inspectors of Education. At the Centre, the re-organisation made provision for the Inspector-General, two Chief Inspectors, and Advisers in the special spheres of Women's, Technical, Rural and Adult Education.

As it is at present organised, however, the central headquarters of the Department is not able to make itself responsible for the inspection of education to any great degree. The Regional Inspectors report only to their Directors and the absence of any co-ordinating machinery in this important respect became markedly apparent during the first year of the new arrangements. While all grants-in-aid are reimbursed to the Regions from the Centre, the Centre itself does not at present scrutinise how these sums, which are considerable, are spent.

The Central Board of Education, reorganised under the new Constitution, had its first meeting in November, and appointed a Standing Committee which also met before the end of the year. The function of the Central Board in co-ordinating matters of policy and overall Nigerian interest has assumed an enhanced importance under the present Constitution.

The principal event of educational importance during the year was the revision of teachers' salary scales to bring them into line with the revised salaries of public servants, which was negotiated by the Panels representing employers and teachers with an independent chairman. The conclusions of this body were accepted by the Council of Ministers and brought into effect from 1st April, 1952.

The delegation from Nigeria to the Conference on African Education at King's College, Cambridge, in September, 1952, was headed by the Inspector-General of Education, who was accompanied by three Central Headquarters Advisers, the Advisers to the Protestant and Roman Catholic Missions, and the three Regional Directors. The Minister of Social Services and the Regional Ministers of Education attended as observers.

A conference on the use of African Languages in Education was held at Jos in November, under the auspices of the United Nations Educational, Scientific and Cultural Organisation, at which the Nigerian



*Statistics of Medical Institutions*

	<i>Northern Region</i>	<i>Eastern Region &amp; Southern Cameroons</i>	<i>Western Region</i>	<i>Lagos</i>	<i>TOTAL</i>
<b>GOVERNMENT AND NATIVE ADMINISTRATION</b>					
General Hospital and Nursing Homes . . . . .	28	24	16	2	70
Maternity Hospitals and Homes . . . . .	10	104	133	1	248
Special Hospitals . . . . .	—	1	2	1	4
Beds . . . . .	3,063	2,366	1,691	566	7,686
Dispensaries . . . . .	385	273	228	8	894
Doctors . . . . .	77	68	44	59	248
<b>MISSION, COMMERCIAL AND PRIVATE</b>					
General hospitals and Nursing Homes . . . . .	11	30	20	11	72
Maternity hospitals and homes . . . . .	10	101	56	4	171
Special hospitals . . . . .	—	—	—	—	—
Beds . . . . .	677	2,728	1,138	84	4,627
Dispensaries . . . . .	148	50	20	8	226
Doctors . . . . .		about 150			

*General Medical Facilities*

*Northern Region* With the exception of rural health centres, maternity hospitals and the Eye Hospital at Kano, all hospitals in the Region are able to accept general medical, surgical and obstetric cases. Some hospitals, however, had to restrict obstetric cases to emergencies. In Kano there were specialists in orthopaedics and medicine and in Jos there was a specialist in general surgery. There was a pathologist at Kano and a special grade medical officer for radiology. A special grade medical officer in ophthalmology is normally stationed at Zaria.

Specialists and special grade medical officers are available for consultation anywhere in the Region and carry out periodic tours. X-rays can be taken in all the larger hospitals and sets were gradually being installed into other hospitals as electricity became available.

*Western Region.* The 18 Government hospitals in the Region included one mental hospital and one lunatic asylum. The total bed accommodation in Government general hospitals exceeded 1,000 and these hospitals were able to accept general medical, surgical and obstetric cases. In addition there were 133 maternity hospitals and homes run by the Government or Native Administrations in the Region.

During the year the general hospital at Akure was enlarged to the extent of 60 beds and foundation stones were laid for five new 48-bed hospitals. The Mission hospitals and private hospitals in the Region varied in size from the new 36-bed hospital erected by the United Africa Company at Burutu to small maternity hospitals of four beds.

With the exception of a few private enterprises, the remaining dispensaries and maternity centres were controlled and financed by local

John Holt & Co. The United Africa Company provided some £61,000 for an Assembly Hall to be called Trenchard Hall. An appeal for endowment contributions was launched in the United Kingdom with success, but local contributions to the College endowments remained inadequate to the needs of the College.

In October 1952, there were 414 students : 370 were in residence while the others were completing clinical and other courses in the United Kingdom. The four faculties, arts, science, agriculture and medicine, had 22 academic departments and a staff of almost 100. Courses are provided in the College for degrees in Arts, Science and Agriculture and for the Second Medical Examination of the University of London, medical students for the time being proceeding to the United Kingdom with the co-operation of the universities there for the completion of their degree courses in Medicine. There is a large well equipped library. The Extra-Mural Department held courses in 150 centres, 48 in the North, 14 in the East and 88 in the West and also held residential vacation courses in subjects such as local government and trade unionism.

Entry to the University College is by a written examination, candidates being required to hold a Cambridge School Certificate in at least five approved subjects. College fees, including residence and food, range from £95 per annum (intermediate arts) to £180 (medicine). Under one-third of the students are privately supported.

The potential capacity of the teaching buildings is 1,000 students, but this figure could not be reached without providing more Halls of Residence than the four now planned, which will hold 680 undergraduates.

#### *Nigerian Students Overseas*

During 1952 the Nigerian Government awarded 167 scholarships and bursaries to students—95 came from the Western Region, 62 from the East, 7 from the North and 3 were Sierra Leoneans. Some went to the University College Ibadan, and some to universities in the United Kingdom, the United States and Canada. The total number of scholarship students at universities in the United Kingdom was 299, in the United States 42, in Canada 10 and in India 1. In addition, there were some 1,500 private Nigerian students at universities and similar institutions in the United Kingdom and about 400 in North America. There are Nigerian Student Liaison Officers in the United Kingdom who, in collaboration with the Colonial Office, assist Nigerian students there and one in Washington D.C. who assists Nigerian students in North America.

The sections which follow comprise the reports on the two institutions, King's College, Lagos, and the Clerical Training School, Oshogbo, for which the Inspector-General's Office is still directly responsible ; reports on educational development in the Regions ; and a special report on technical education, this branch being, in so far as supervision is concerned, not yet fully regionalised.

In addition to these curative institutions the Federal Government controlled certain specialised services which serve the whole of Nigeria, including:

*The Malaria Service Laboratories*, which undertake research and give technical advice to the regions. They are well equipped and their work is of international repute.

*The Laboratory Service Headquarters*, which carry out work on serology and bacteriology and produce the yellow fever, smallpox and rabies vaccines.

*The Forensic Science Laboratory*, which was the finest of its kind in Africa and extremely well-equipped.

There are also laboratories of the West African Council for Medical Research which carry out research into virus diseases and hot climate physiology.

### *General Sanitation Measures*

*Waste Disposal System.* With the rapid expansion taking place in the urban areas, the proper disposal of sewage was becoming increasingly important.

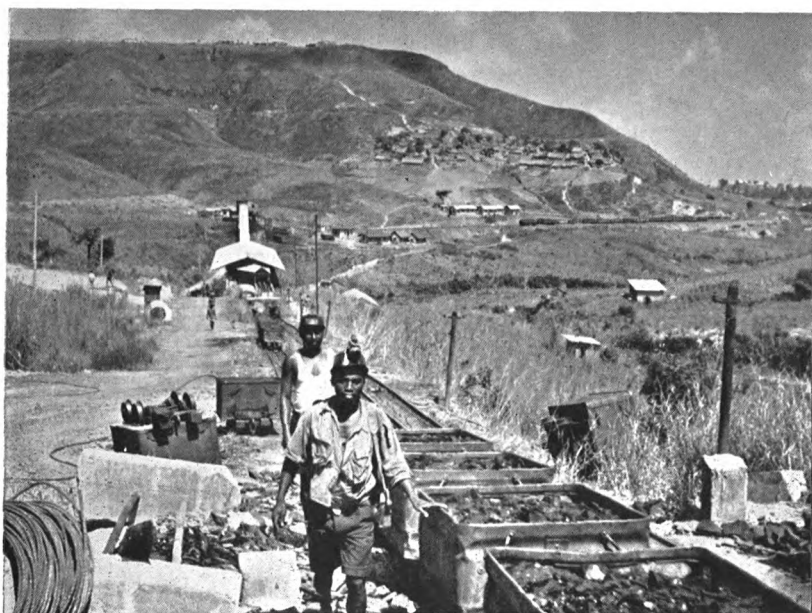
In Government residential areas and office areas disposal was by individual septic tank latrines. Elsewhere in the townships disposal was generally by bucket latrines with conservancy to composting factories, to Outway pits or trenches, or by pit latrines. In the vast majority of the rural areas conditions were still primitive. The prevention and abatement of nuisances by house-to-house inspection occupied a large part of the Sanitary Inspectors' daily routine, and an ideal opportunity to educate large sections of the community in the rudiments of environmental hygiene. A great deal, however, still remained to be done in this direction. As a greater degree of civic responsibility and active public co-operation is developed, so the conditions will improve.

The removal of refuse was carried out by controlled tipping or incineration.

*Water Supply.* The water supply to Lagos is pipe-borne, soft, palatable, safe and reasonably adequate in quantity. It derives from Iju water-works, more than 15 miles from the town, where the water is subject to seration, sedimentation, slow sand filtration, and chemical treatment. The scheme was officially opened in 1915 with a daily consumption of 650,000 gallons. The maximum consumption to February, 1955, was 7,400,000 gallons. The water runs into Lagos by gravity through 28" and 24" cast iron mains. In the older sections of the town public stand-pipes are the main form of supply: there were 300 of these.

Elsewhere in the country many urban areas have a pipe-borne supply, some of which receive a form of purification. The sources of supply are variable and include river intake, impounding reservoirs, tube wells, springs, bore holes and river bank caissons.

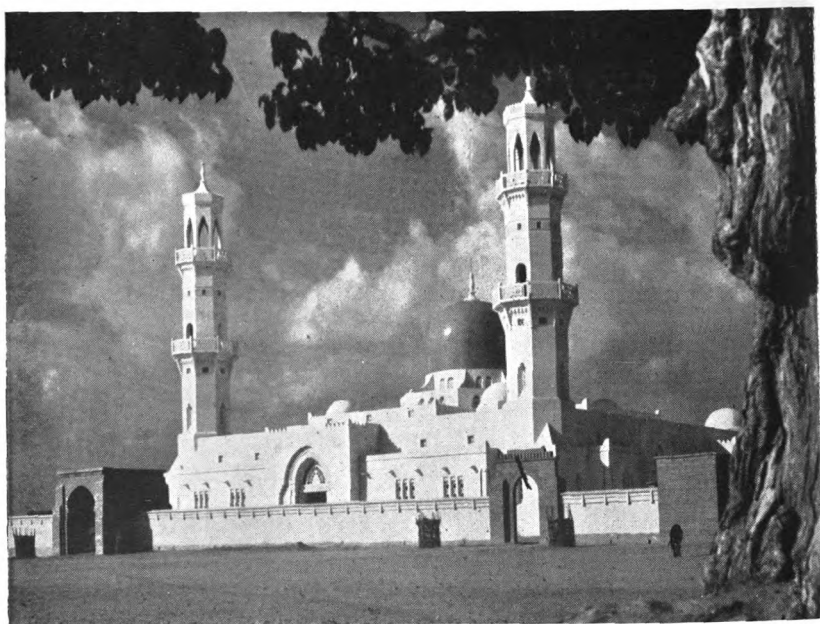
In the Northern Region's rural areas the shallow well predominates. The Rural Water Supplies Department, and their Native Adminis-



ENUGU COAL FIELDS



PIONEER OIL MILL AT OBUZOR, EASTERN REGION



THE MOSQUE AT KANO



NATIVE ADMINISTRATION OFFICES AT BAMA, NORTHERN REGION

*Eastern Region*

In the rural areas the most common types of houses have mud walls, wooden doors and windows and a roof thatched with palm leaves or grass. In larger towns the layout varies from conglomerations of shacks to more orderly lines of corrugated-iron roofed houses of European type. Houses were frequently being built of "Landcrete," a mixture of laterite and cement.

The drift of population to the larger urban areas continued and aggravated the already acute housing shortage in the towns. Accommodation was only available at rents which the working man could ill afford and in many cases a large family was inhabiting one room. This most unsatisfactory state of affairs could probably be remedied only by rent control as even new building does not always provide a solution. Far too many of the new buildings were simply one-room tenements and the density of population—not only per room but also per plot—was high. Over-population of a plot could be controlled by limiting the coverage of a plot on which construction might be allowed. In general one half coverage was allowed but the Regional Authorities were trying to have this reduced to one-third.

There were six Planning Authorities, established under the Nigeria Town and Country Planning Ordinance, in the Eastern Region. Various schemes for the development and utilisation of land in urban areas had been drawn up by these authorities, mostly dealing with Crown land. Projects in preparation would involve removing a large number of squatters living in squalid conditions in temporary huts. Most schemes provided for the clearing of the layout areas and the provision of road and other services by the Planning Authorities which might levy planning rates. Plots in the layouts were then leased to private persons who had to observe building regulations etc. approved by the Planning Authorities. Schemes of this type were being carried out at Enugu and Onitsha.

*Western Region*

As in the Eastern Region the people in rural areas build their houses from local materials.

In the larger towns the same problems of overcrowding and high rents also existed. The principle was accepted that new towns should be planned in accordance with modern practice and that old towns should be modified as opportunity arose. Implementation was hindered by lack of money and expert staff and it was in fact restricted to simple layouts of plots and streets with a varying degree of efficiency in the control and maintenance of building standards. Local Government bodies were showing increasing interest in town planning and making money available for expansion. The Town Planning Section of the Lands Department was expanding to keep pace with new demands and to carry out the policy formulated by the Ministers of Local Government and of Lands in August, 1954, on the following lines:

communities still have to bear a considerable share of the cost of buildings, and at the moment are very willing to do so. The Assumed Local Contribution for secondary schools will go up by 50 per cent in 1953. No new Girls' Secondary Schools were opened in 1952. Queen's School moved to its new site at Ede during the year, and is expanding. The Government Women's Training Centre at Ilesha was formally opened by the Minister for Education in May, and will take in additional students in 1953. It is hoped to start building the Women's Trade Centre, Abeokuta, as soon as water pipes have been laid. Delays occurred over the demarcation and acquisition of the site for the Trade Centre at Sapele, but building should begin shortly. Handicraft centres were in the process of construction, and it is hoped that some will start work in 1953.

*Secondary Education.* Two new secondary schools were opened in 1952 and four more will be opened in January, 1953. There is an increasing demand for secondary education, as a stepping stone to fruitful employment. Several small communities, at present wealthy, have expressed the desire to open such schools and claim to have large sums of money at their disposal and a graduate for teaching, but in some cases the graduate has had no teaching experience and therefore is unsuitable to open a secondary school. But the principal deterrents to the opening of such schools are, firstly, lack of suitably qualified pupils and secondly, the lack of money available from Government revenue for the support of secondary schools.

*Adult Education.* The areas of operation for adult education are: Badagry, Ikeja, Epe, Egbado, Oshun, Ekiti, Kukuruku and Benin Divisions as well as the municipality of Lagos. There were five news-sheets serving eight out of the nine campaign areas, the new addition in 1952 being "Itansan Imole" (Rays of Light) for Kukuruku Division. The Western Region Literature Committee was established early in the year with an Education Officer as secretary. The Committee is assisted by local language committees which arrange translations for follow-up booklets. An Ishan Language Committee was formed during the year and has prepared a manuscript for an adult primer. These local language committees are formed by and operate under the aegis of the Native Authorities. The problem of distribution was being slowly but steadily solved. Although a great deal remained to be done, what has been done is reassuring. Unfortunately, the activities of the mobile bookshop, run in conjunction with the Co-operative Department, were hampered by lack of money.

The Regional Government approved expenditure up to £1,000 in each Division in the Region for recreational facilities, and most of the Divisions concerned have already had their plans approved.

*Education Committees and Education Rates.* Native Authority Education Committees continued to progress, and in nearly every area in the Region education rates, varying from 3s. to 5s. were raised. The absence of a rate in big towns such as Lagos, Abeokuta and Ibadan

offices, formerly at Zaria, were transferred to Kaduna where they received an enthusiastic reception and excellent co-operation from everyone.

Community development was beginning to make progress. With the growth of District Councils there were signs that the community was prepared to undertake local projects under the guidance of Administrative Officers. In future it was intended to link more closely social welfare and community development. Native Authorities were being encouraged to send people to the Man 'O War Bay Training courses on community leadership.

The organisation of youth clubs formed a major part of social welfare activities. The principal organisations in the Region were the Boy Scouts, Girl Guides and Boys Brigade, all of which were doing excellent work. With them, as with youth clubs organised by the social welfare staffs, the great and constant need was for more leaders, men and women who would come forward and offer themselves for voluntary service. Wherever it has been possible to organise youth clubs (mainly in the urban areas) they have proved their worth.

Social welfare staff also spent a considerable amount of their time on problems connected with juvenile and other offenders. Their activities included the operation of the probation system and dealing with the host of enquiries which are necessary in connection with sending offenders to reformatories and with repatriation, vagrancy etc. The Kano, Bornu and Sokoto Native Administrations had reformatories to which offenders were sent by Courts in the Region, and Kano, Katsina and Maiduguri had their own Native Administration social welfare officer. It was hoped that other such Administrations would follow this excellent example, as the need of such services was considerable and increasing every year.

### *Eastern Region*

Community development and social welfare were controlled by the Eastern Regional Minister of Welfare. As far as public social welfare services were concerned only one Court service had been established, in Calabar, and it was being run as a government service under the Social Welfare Department. Owing to financial difficulties and lack of staff it was impossible to undertake any other branches of social welfare work.

The following private organisations, however, carried out social welfare work in the Region:

- (a) The Juvenile Welfare Committee, a voluntary organisation functioning in Calabar, concerned itself with various social problems affecting the youth of the town. Amongst other activities, it was conducting an enquiry into the conditions under which scholars who come from the rural areas to attend schools in the town are living on their own without adult supervision. It was also considering the possibility of establishing a crèche where mothers could leave their young children whilst they went to market.



*Primary Education.* With over half a million children at primary schools in the Region, numbers tended to remain stationary although there was some increase in the number of girls at school. In general, however, the response to schemes of education rating for the assistance of primary schools was satisfactory, showing that the demand for increased facilities continued. In recent years the Education Department has concentrated upon improving the standard of primary education rather than increasing the number of schools. The regional plans envisaged expansion as well as improvement and it is as well that considerable numbers of trained teachers have been available in recent years. The stepping-up of the rate of production of trained teachers should enable expansion to continue but at all times the standard of efficiency of these schools must be considered. While there is every reason to believe that the standard is higher than in recent years it cannot yet be claimed that it is satisfactory. During the year one Government primary school was handed over to a Native Administration and further transfers are contemplated in accordance with the policy that local communities should become increasingly responsible for primary education in their areas.

*Secondary Education.* On the whole the secondary schools in the Region have inadequate buildings and equipment. During 1952 insufficient funds were available from regional grant-in-aid votes to do much to ameliorate the position. Some progress can however be recorded. The new Government secondary school for boys at Afikpo in the Ogoja Province was almost completed during the year ; the school was due to open in January, 1953. At Enugu excellent progress was made on the buildings for the Government girls' secondary school which should open according to schedule in January, 1954. Four African-owned secondary schools, having fulfilled the necessary conditions laid down in Regulations made under the Education Ordinance, were granted the status of " Approved Voluntary Agency " schools.

*Teacher Training.* The rate of production of teachers was fully maintained, and plans for rapid expansion are in hand. Approximately 100 girls were in training at the Government Women's Teacher-Training College at Enugu where the buildings were nearing completion. The Government Men's Teacher-Training College at Uyo had some 160 students ; here, too, the building programme was approaching completion. The Government Men's Teacher-Training College at Kumba is somewhat smaller and the site does not readily allow of the expansion which is now being urged. At all teacher-training institutions, not least those owned by Government, staffing difficulties were considerable, and the success of future plans will depend on how quickly fully-qualified staff are obtained from abroad and teachers are trained both locally and overseas.

*Girls' Education.* The number of girls attending primary schools increased during the years ; in some areas this was mainly achieved by the separation of mixed schools into schools for girls and boys. This

process, however, was not always entirely satisfactory as it led in many cases to undue dilution of the staffs of girls' schools by untrained teachers. The solution, naturally, is the provision of more facilities for the training of women teachers for which plans are in hand. As regards girls' secondary schools, there are at present only four in the Region but there are unmistakable signs that the demand for such schools will increase very rapidly in the future. It is particularly worthy of note that the Anglican Girls' School at Elelenwa has shown rapid and marked improvement in recent years ; this was reflected in the results of the School Certificate Examination.

*Adult Education.* Demand for adult education exceeds supply, but the policy must be that before new areas are opened up the Education Department and the local governments concerned must be satisfied that the demand is a real and continuing one and not, as has so often occurred, a momentary enthusiasm. Much has been done : of the four Education Officers who were available for this kind of work at the end of 1952, three were women. The appointment of these officers to this work enabled expansion to take place in the Uyo, Abak and Eket Divisions where for the past few years a single Education Officer has been working with such remarkable success. Again, towards the end of the year it proved possible for the Woman Education Officer in the Bamenda Province to make a fresh start on the work which had been abandoned some months before owing to the resignation of previous Women Education Officers in that area.

The Literature Committee which has been established by the Education Department worked continuously during the year but shortage of staff prevented its work being fully co-ordinated with that of the Adult Education Branch. Another matter which is causing some concern is the difficulty of distributing reading matter. During the year the controversy regarding Ibo orthography flared up once more ; the Education Department has decided to remain neutral in this controversy and to lend its aid to publication in either orthography, concerning itself only with quality of production and suitability for the purpose for which they are intended.

### *Technical Education*

During the year steady progress in the building programme was maintained ; at the Yaba Technical Institute, construction generally was up to schedule ; at the combined Technical Institute and Trade Centre at Enugu progress was made ; while at Kaduna work on the Trade Centre workshops proceeded satisfactorily in spite of delays due to electricity supply difficulties. At the Trade Centre at Yaba, Ombe River, Bukuru and Kano progress was good, and sites were set aside for Womens' Trade Centres at Aba and Abeokuta. The entire building programme was carried out by the staff of the Technical Education Branch.

At the end of 1952 the number of students at the Yaba Technical Institute was 428 of whom 197 were full-time and residential, and

whose distribution was as follows :

Junior Technical	121
Manual Training Instructors	22
Mechanical Engineering Assistants	14
Electrical Engineering Assistants	14
Civil Engineering Assistants	26

Evening and part-time day classes were also provided in carpentry, electrical, mechanical and civil engineering, and commerce. During the year 70 students completed their training at the Institute.

At the Yaba Trade Centre apprentices in training were divided as follows :

Motor Mechanics	32
Sheetmetal Workers	18
Electricians	16
Painters and Decorators	18
Blacksmiths and Welders	18
General Mechanics	16
Wood Machinists	16
Bricklayers	13

During the year 17 carpenters and seven painters completed their training.

At the Enugu Trade Centre there were 161 apprentices doing the following courses :

General Mechanics	21
Motor Mechanics	19
Cabinet Makers	23
Painters and Decorators	17
Sheetmetal Workers	22
Carpenters	19
Blacksmiths and Welders	21
Electricians	19

The Ombe River Trade Centre began training during 1952 and had 48 apprentices at the end of the year, divided as follows :

Bricklayers	16
Carpenters	16
Painters and Decorators	10
Wood Machinists	6

At the Kaduna Trade Centre there were 52 apprentices divided as follows :

Carpenters	14
General Mechanics	26
Bricklayers	12

and arrangements were being made for an intake of trainees for electrical and motor mechanics.

It is hoped to begin training in a few trades at both Bukuru and Kano Trade Centres during 1953. It will not be possible to offer courses at Sapele for at least eighteen months or more.

boys, Birrell House and the Boys Approved School, Isheri, which continued to function well during the year. Birrell House offered short-term training for a small group of delinquent children whose prognosis was good. Of the 36 boys in residence, 26 attended schools in the neighbourhood whilst 10 attended special classes for backward children. The Approved School, Isheri, was primarily an institution for boys with criminal tendencies. There were 201 boys on the register during the year and efforts to reduce the number of illiterate boys were very successful. Vocational training was provided and 11 boys passed carpentry and bricklaying tests, 13 painting and signwriting tests and one the test for blacksmiths. All were standard tests carried out under the supervision of officers of the trade testing section of the Department of Labour. During the year 29 boys were finally discharged and 27 sent out on licence, all having been successfully absorbed by their respective communities. The school won for the fourth time, with the Costain Boxing Club, the Lagos Amateur Boxing Association's Lifebuoy Cup, as well as the Electric Cup for the best boxer in the championship.

In the sphere of community welfare the Onikan Community Centre provided facilities for indoor games, training in public speech-making, joint activities with the British Council, folk dancing, ballroom dancing, and photographic and discussion groups. In all 54 meetings were held during the year and well over 2,000 people regularly used the Centre.

A Port Welfare Officer attended to the needs of distressed seamen. A floating library was maintained for the use of seamen on board ships and football matches and other recreational activities were organised. Regular visits were made to seamen in hospitals. First-aid posts have been set up at the Apapa and Customs Wharves for the use of dock labourers.

A small home for the aged came under the supervision of the Lagos Town Council.

#### SOCIAL SECURITY

No social insurance schemes were in operation.

All Government employees receive full medical attention and hospitalisation, a practice followed by many of the larger commercial undertakings. In the large plantation areas comprehensive medical facilities are available to all employees and in some cases well-equipped hospitals have been established, administered by fully qualified medical practitioners. In the remote plantations dispensaries are provided, together with mobile units and ambulances for evacuating serious cases to hospital. Under the Labour Code Ordinance (Cap. 99 of the Laws of Nigeria, Chapter IX Part II), maternity protection is provided in respect of any woman employed in any public, private, industrial or commercial undertaking, or in any agricultural undertaking.

Care and rehabilitation of the handicapped were undertaken by private organisations such as the Red Cross and the British Empire Society for the Blind. The latter was assisted by Government funds and the facilities included a vocational training centre.

Progress, as always, was limited by three main difficulties, finance, staff and housing. Despite the optimism indicated by the planning of further improvements and expansion, it has to be recorded that during the year regions were faced with financial cuts which again enforced the postponement or deletion of projects previously provided for in the revised development plan. Estimated expenditure in the 1951-52 financial year was £3,500,000, approximately 2s. 4d. per head of population. The actual expenditure, because of staff shortages and delay in completing buildings, was about 2s. per head. Nigeria, apart from its actual size and large population, has proportionately more serious problems than many other territories. In the Western Region there is a dense urban population unequalled in any other African territory, with towns and cities ranging from 20,000 to 500,000 inhabitants. The vast Northern Region, with almost 17,000,000 people, has to face high expenditure on the control of sleeping sickness and the tsetse fly, on vaccinating a widely scattered rural population against smallpox, and on combating recurrent epidemics of cerebro-spinal fever which cannot with present knowledge be averted. During the year the Eastern Region had a serious outbreak of yellow fever. In addition to these epidemics and to hospital commitments, a wide variety of research and specialist services has to be maintained. The planning of future development, on an expenditure which has to be counted in shillings and pence per person, accordingly demands the most careful consideration of many factors and substantial all round development can come only through a very considerable augmentation of medical expenditure.

Staff shortages affected the most important cadres within the Department. The establishment of medical officers was increased to meet growing needs, particularly for the enlarged hospitals, for rural work and for specialist services, but recruitment, though improved, again lagged sadly behind needs. For medical officers of all grades the service was 45 below the authorised establishment. The number of health visiting sisters increased and in the Northern Region there was one to each of the twelve provinces. A serious shortage remained of sisters for hospital work and of sister tutors, both of which categories are essential to raise the standards of training and of the work of junior nursing staff. Numbers of Nigerian girls are now training overseas and will eventually greatly reinforce this branch of the service, but the immediate problem remains. Sisters, nursing superintendents and tutors were 49 below establishment.

Despite these difficulties the year can be regarded as satisfying and fruitful. It was a year of consolidation of past planning rather than of new ventures, and there was a reasonably smooth transition by regions to their new responsibilities and duties. Generally harvests were good and staple foodstuffs in adequate supply. There were no major attacks of epidemic disease and provincial staff in the Northern Region dealt expertly with localised outbreaks of smallpox and cerebro-spinal fever.

*General Development*

Gratifying progress was made in completing new hospitals and in extending existing institutions. Four new Government hospitals came into use during the year, at Birnin Kebbi, Akure, Shagamu, and Ogoni. The Ogoni Hospital is of special interest as it serves a little-known district inhabited by the distinctive and primitive Ogoni tribe whose origin is said to be enshrouded in mystery. New Government institutions almost completed were the hospitals at Bamenda and Lokoja and the Rural Health Centres at Kankiya and Argungu. The Bamenda unit is a country-type hospital with 75 general and maternity beds and a tuberculosis pavilion with 30 beds ; the provision of a pipe-borne water supply will make its full use possible. The two Health Centres in the Northern Region are spaciously planned and well built ; both should be in operation early in 1953 and it is intended that pilot schemes in rural health improvement shall be centred upon them.

Many extensions, modifications and minor improvements were made to eighteen existing hospitals, including general and maternity wards ; tuberculosis pavilions ; consulting rooms ; administrative, theatre, and X-ray blocks ; laundries, kitchens, electricity installations, water supplies, changing-rooms, garages and quarters. Further information on building is given in Chapter 10.

The real increase in accommodation was masked to some extent since the returns now made refer to "standard" beds in hospitals and to beds in permanent isolation wards, whereas in the past much temporary isolation and sub-standard hospital accommodation was included. Despite this, and the fact that a proportion of new wards replace old buildings now demolished or converted to other uses, increases recorded during the year in the more important categories were :

	1951	1952	Increase per cent
General Beds . . .	4971	5080	2
Obstetric Beds . . .	535	735	37
Tuberculosis Beds . . .	69	217	214
Total . . .	5575	6032	8

Missions were also active in building new general, isolation and maternity wards and in improving facilities at their existing hospitals. One new mission hospital was opened. Work began on six "combined" hospitals, which received Government building grants of from £10,000 to £30,000 but which will be staffed and managed by mission personnel ; one of these, at Shendam in the Northern Region, was almost ready for opening. At Umuahia an immense project for a United Missions hospital is contemplated. Native Administrations and missions opened a number of new dispensaries and maternity centres.

The central orthopaedic hospital at Igbobi, although hampered by prolonged alterations to the theatre and X-ray room, provided its usual excellent facilities. An orthopaedic surgeon was posted to Kano and

the question of an orthopaedic hospital for the Northern Region was being discussed.

### *Training Schemes*

The overwhelming importance is recognised not only of continuing the expansion of training schemes, but of attracting well educated entrants, maintaining and raising technical standards, and imbuing pupils with a sense of purpose and vocation. The professions of nursing, midwifery and health visiting still attracted too few girls even in the more advanced areas. In the Northern Region and in the Cameroons, educational standards are low and progress is slow. At the Nurses Preliminary Training School at Kano, just over 50 per cent of the pupils were successful in the preliminary examination. It is noteworthy however that at the final qualifying examination for nurses held in June 1952, a northern candidate from Sokoto obtained the best pass. This is the first occasion on which a native of northern Nigeria has gained this distinction. Conditions for pupils were gradually being made more congenial by the provision of well-designed hostels, adequate dining accommodation, facilities for recreation, and libraries. Although some 200 pupils were accepted at the four Government Preliminary Training Schools (that at Lagos now having transferred to Ibadan) and many more are nurses-in-training at hospitals, the demand still exceeded supply. Missions and the Cameroons Development Corporation, which has to provide staff for its eight hospitals, were also expanding their training.

Grade I Midwives are trained at four Government centres ; a fifth school for Grade III pupils was built at Kano but lacked tutorial staff. The posting of a tutor to the Aba Centre greatly improved teaching and examination standards ; three pupils earned distinction. Again, missions play a considerable part in this branch of medical training, having 14 training centres, mainly for Grade II midwives, in the Eastern Region alone. It is evident that rural maternity centres must deal increasingly with normal cases so that the abnormal may obtain full advantage from the improved hospital facilities.

Plans for a school at Kano for the new grade of Medical Assistants were completed. Although building was not started during 1952, a principal is already available and training will begin in a section of a new building erected for other purposes as soon as essential equipment, staff and students can be assembled. Once Medical Assistants qualify in adequate numbers after their five-year course they will relieve hospital staff of much routine work, particularly in out-patients' departments, and they should prove of even greater value in the rural health service.

Other training establishments included the now well-organised Regional and Lagos Town Council schools for sanitary inspectors, 15 of whom obtained the Certificate of the Royal Sanitary Institute (West Africa) in 1952 ; schools for laboratory technical assistants at Lagos and Kano—at the former consideration is being given to extending training to three years ; the two pharmacy schools, that at Yaba producing

## Chapter 9 : Justice, Police and Prisons

### JUSTICE

#### *Courts*

THERE are two kinds of law in force in Nigeria, English and Native. English law is primarily administered in the Supreme Court and the Magistrates' Courts. The Native Courts primarily administer native law and custom; in the Northern Region this includes Moslem law. Appeals from the Supreme Court were brought before the West African Court of Appeal, established by Order in Council to hear appeals in all the West African territories. From decisions of the West African Court of Appeal there was an appeal to Her Majesty in Council.

The Nigeria (Constitution) Order in Council, 1954, provided for the establishment of High Courts of Justice in each of the three Regions, Lagos, and the Southern Cameroons, and for a Federal Supreme Court. When the Regional High Courts were set up, appeals would no longer be heard by the West African Court of Appeal but by the Federal Supreme Court. There would still be the final appeal from the Federal Supreme Court to Her Majesty in Council. None of the Regional High Courts was established by the end of 1954.

*Supreme Court.* The Supreme Court was a superior court of record possessing unlimited jurisdiction as regards subject matter and degree, area and persons. The court sat as a court of first instance, and as a court of appeal for Magistrates' Courts and for some Native Courts. Subject to certain reservations, the original, as distinct from the appellate, jurisdiction might not be exercised in any case relating to land, marriage, family status, or the succession of property which came within the jurisdiction of a Native Court; jurisdiction was completely excluded in any case over which a Native Court had exercised or was exercising any of its own jurisdiction.

To help carry on the business of the Supreme Court, Nigeria was divided into divisions in each of which one or more Judges might be directed to sit. As a rule Judges sat regularly in Lagos with a judge at each of 10 centres in the territory.

*Chief Magistrates' Courts.* There were 10 Chief Magistrates sitting in the various centres in Nigeria during 1954.

The jurisdiction of the Chief Magistrates' Courts was limited, on the civil side, to actions for amounts not exceeding £500 and, on the criminal side, to the infliction of punishment of up to 5 years imprisonment.

*Magistrates' Courts.* The original jurisdiction of Magistrates' Courts was limited to personal actions for specified amounts varying from £25 to £200 according to the grade of the Magistrate concerned, and, on the criminal side, to the infliction of punishments of up to a maximum of two years' imprisonment. The exercise of this jurisdiction was restricted





in the same way as the exercise of the original jurisdiction of the Supreme Court. As regards area, a Magistrates' jurisdiction was exercised within one or other of the magisterial districts into which the country was divided. In some cases the Magistrate sat on appeal from Native Courts.

Juvenile Courts were established in Lagos and Calabar under an ordinance which follows closely the provisions of the Children and Young Persons Acts. The courts consisted of a qualified Magistrate as chairman, sitting with lay assessors chosen in rotation from a panel. They dealt not only with offenders, but also with children in need of care and protection, and had power to make corrective and other orders for the child's benefit as well as to inflict punishment.

*Native Courts.* The jurisdiction of Native Courts was limited in subject matter and degree according to grade. The limit for money claims ranges from £25 in the lowest grade to the highest grade where there was no limit. All the courts had full jurisdiction in matters relating to native marriage and succession and land. Punishment ranging from a maximum of three months' imprisonment to death might be inflicted according to the warrant constituting each court.

### *Law*

The law applied in the Supreme Court and Magistrates' Courts was that in force in England on 1st January, 1900, as modified by local legislation and by Imperial Acts extending to Nigeria. The courts might apply such native law as was not repugnant to natural justice, equity and good conscience, or to any other law for the time being in force, and had to do so where the parties were natives, unless it appeared that the transaction was one intended to be governed by English law, or was one unknown to native law.

The law administered in a Native Court was the native law and custom prevailing in the area of the court's jurisdiction, together with any subsidiary legislation enacted by a Native Authority, and in force in the same area, and such ordinances as the court might be authorised to enforce by order of the Governor. Muslim law was administered by the Native Courts in the Mohammedan areas of the Northern Region.

### *The Commonest Types of Litigation and Offence*

It is difficult to generalise as the most common types of litigation and offence are not always the same in each Region. On the whole matrimonial causes and land disputes are the most frequent reasons for litigation throughout Nigeria. There tend to be more instances of litigation over marriage dowries, etc., in the Northern areas and a great many more disputes over land ownership and occupation in the East. Offences against the person and offences against property are very common in all Regions and there are also a great many offences against local laws such as traffic regulations and township ordinances.

### POLICE

The Nigeria Police is a Federal Force, responsible for the preservation of the Queen's Peace and the maintenance of law and order throughout the greater part of Nigeria and the British Cameroons.

The Force was commanded by an Inspector-General of Police who was directly responsible to the Governor-General of the Federation for the efficient administration and government of the Force. From his Headquarters in Lagos, the Inspector-General determined the policy to be followed in matters of discipline, welfare and general administration of the Force.

Although the Force was unified under the control of the Inspector-General, it was, for ease and convenience of administration, divided into four Regional commands, each under the control of a Commissioner of Police assisted by a Deputy Commissioner of Police.

#### *Central Region*

The Central Region comprised the Federal territory of Lagos, the Southern Cameroons, and the various specialist branches of the Force—the Central Criminal Investigation Department, the Railway Police, the Southern Police College, the Immigration and Passport Control Office, the Central Motor Registry and the Nigeria Police Band. The Commissioner of Police, Central Region, had his Office at Police Headquarters where he worked in close contact with the Inspector-General and acted as his Deputy during the Inspector General's absence.

#### *Northern Region*

In terms of territory, the Northern Region was the largest regional command, covering approximately two-thirds of Nigeria, although the establishment of Nigeria Police in the North was less than that of the Central and Eastern Regions. This was due to the fact that in large areas of the North (e.g. Katsina, Sokoto and the greater part of Bornu and Bauchi Provinces) there were Native Administration Police but no Nigeria Police. The Commissioner's Headquarters were at Kaduna, where there were also a Regional Criminal Investigation Division, the Northern Police College and a Regional Refresher Course School. A Regional Motor Traffic Division was administered by a Superintendent whose Headquarters were at Kano. The activities of the Nigeria Police were confined mainly to Kaduna and the eight Provinces of Kano, Zaria, Plateau, Adamawa, Niger, Ilorin, Benue and Kabba, the Police in each Province coming under the command of a Superior Police Officer. In addition, Superior Police Officers were attached to Native Administration Forces in Sokoto, Kano, Katsina, Zaria, Jos, Bauchi, Bornu, Adamawa, Niger, Ilorin, Benue and Kabba. With the exception of those at Bauchi and Zaria, who were appointed to command the Native Administration Police Forces, the Superior Police Officers had little control over the Native Administration Police as they were accorded no administrative or disciplinary powers and were employed

*Smallpox.* The Western Region continued to be relatively free of infection and the incidence in the Eastern Region was one of the lowest on record. No serious epidemic occurred in the North, but outbreaks occurred in widely scattered areas, with an attack rate above the average in Kano and Bornu. The problems of efficient vaccination were reviewed. The lymph loses its potency rapidly in hot, dry conditions, and measures are being planned for its improved storage and transport and for more effective control of vaccinators in rural areas.

*Yellow Fever.* The outbreak which began in Udi Division in October, 1951, reached its peak before the end of that year and the last case died in January, 1952. The epidemic was determined by two factors, the low immunity level in the affected area and the local custom of storing water in half-buried pots, of which there may be hundreds in a single compound, with well over a million in the affected area.

Once the nature of the outbreak was suspected, energetic action began. The field hospital admitted 145 patients in less than a month, and a fully-staffed field laboratory was established. For work in villages five medical officers, four superintendents and 56 other staff were mobilised ; a proportion came from the Western and Northern Regions. The control measures adopted were :

- (1) Mass vaccination of over 200,000 people with Dakar vaccine. This had to be discontinued when cases of post-vaccinal encephalitis occurred and caused 83 deaths.
- (2) Vigorous anti-mosquito measures, directed primarily against larval breeding in water-pots.
- (3) Insecticidal spraying of houses.

Most of the staff mobilised for the emergency returned to their normal duties in March, 1952. To prevent or forestall further outbreaks two measures were undertaken, mosquito control in the most threatened areas and immunity surveys of population samples over a large area of Onitsha and neighbouring provinces.

### *Rural Health*

In the North, two experienced rural medical officers were posted to Kankiya and Argungu. They will correlate the activities of medical field units with those of the new Rural Health Centres in all measures taken to improve the public health. At Kankiya an initial morbidity survey is being done ; it will form the base line from which such improvement is measured. Other field units associated with health centres are at Auchi and Ilaro, and similar co-ordination of effort is planned at Ahoada, Nsukka and elsewhere. A Rural Health Centre is also to be built at Obudu. A rural medical officer was available for some part of the year in each province of the Western Region, but real progress was made only where there was continuity of effort.

The eleven mobile units now in the field continued to do morbidity surveys, deal with local outbreaks of infectious disease and carry out mass vaccination. They also undertook trials in the control of schistosomiasis by using molluscicides ; investigations of onchocerciasis

and the associated blindness ; treatment of yaws with repository penicillin treatment ; general sanitary improvement and mosquito control ; and field surveys for loiasis. Staff from all three regions assisted in Onitsha Province during the yellow fever epidemic, and staff from Auchi were posted to Asaba to control a small outbreak of typhoid.

Five field unit superintendents were recruited during the year and one retired. The shortage of medical officers, of whom nine were available towards the end of the year for administration, for the eleven units and four health centres, continued to hamper practical training and the initiation of permanent preventive measures.

### *Maternity and Child Welfare*

Extension and improvement in facilities was apparent in all regions and pressure continued on hospital accommodation despite the notable increase of obstetric beds. In Moslem areas prejudice is slowly breaking down. Where daytime clinics and hospital treatment are not yet popular, evening clinics are gaining ground and mothers are bringing well infants for advice—a promising sign. A health visiting sister is now posted to each province in the North and work is being extended to rural areas.

### *Dental Health*

In the North a third dental centre, at Kano, was in operation, fully equipped except for laboratory and X-ray facilities, (the latter of which are meantime provided at the City Hospital). The old building at Enugu is being replaced and another site for the Lagos centre is being considered. The mobile unit toured in the Western Region and did good work. The training of dental hygienists is being discussed ; they would relieve the professional staff, which now numbers eleven, of much of the less skilled work which is required in dealing with the high proportion of paradontal disease. They would also devote much time to the care of children's teeth.

### *Mental Health*

Some progress can be reported in the construction of the new Mental Hospital at Aro, near Abeokuta, quarters having been completed, and four wards, treatment centre and dining room are well advanced.

### *Research*

**Leprosy.** The research unit at Uzuakoli continued its work on sulphones and on other preparations. The sulphone studies included assessment of promin and hydroxy-ethyl sulphone which were found to have no advantage over D.A.D.P.S. and many disadvantages.

**Malaria.** Epidemiology, parasitology, chemotherapy, entomology and insecticides were all subjects of study and a number of field surveys were made. Analysis of several years work on malaria in children suggested that at least 35,000 children under 15 years of age die *directly* from malaria annually apart from the many deaths due *indirectly* to the disease. Study of *P-berghei* infection in rats has elicited valuable information on transmitted immunity. Trials were made of the new insecticide

The three Refresher Course Schools—at Kaduna, Enugu and Ikeja—provided training establishments for serving non-commissioned officers and constables who, during their training, formed a reserve force of 150 men (or three Riot Units) available to supplement the provincial police during emergencies in the Regions. The Government approved the establishment of a fourth Refresher Course School at Ibadan and the construction of this was under consideration.

### *Central Criminal Investigation Department*

The Central Criminal Investigation Department came under the command of a Deputy Commissioner of Police responsible to the Commissioner of Police, Central Region. The department comprised the following Sections:

Administration	Disputed Documents
Investigation	Central Registry of Arms
Records	Central Aliens Registry
Laboratory	Narcotics Bureau
Photography	Fingerprint Registry
Criminal Records Office	

All these Sections came under the direct control and supervision of a Senior Superintendent.

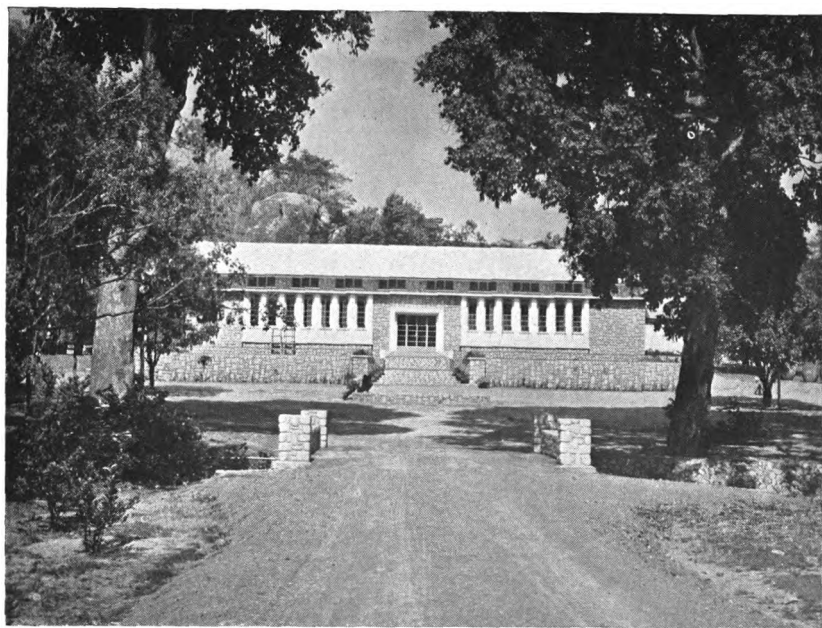
The Investigation Section dealt with difficult and complicated criminal cases and normally acted only at the request of one of the Regional Commissioners, although at times direct action might be necessary upon information received. Except in the most complicated investigations and in prosecutions for fraud, cases were usually referred back, after investigation, to the Provincial Police for prosecution.

### *Regional Criminal Investigation Divisions*

In addition to the Central Criminal Investigation Department, there was a Criminal Investigation Division in each Region. The most advanced of these was in the Eastern Region at Enugu where an excellent laboratory had been established and a large amount of photographic and fingerprint work was undertaken. The Regional Criminal Investigation Divisions at Kaduna and Ibadan were in their infancy, as their development had been delayed through shortage of officers to post to these specialist duties.

### *Fraud*

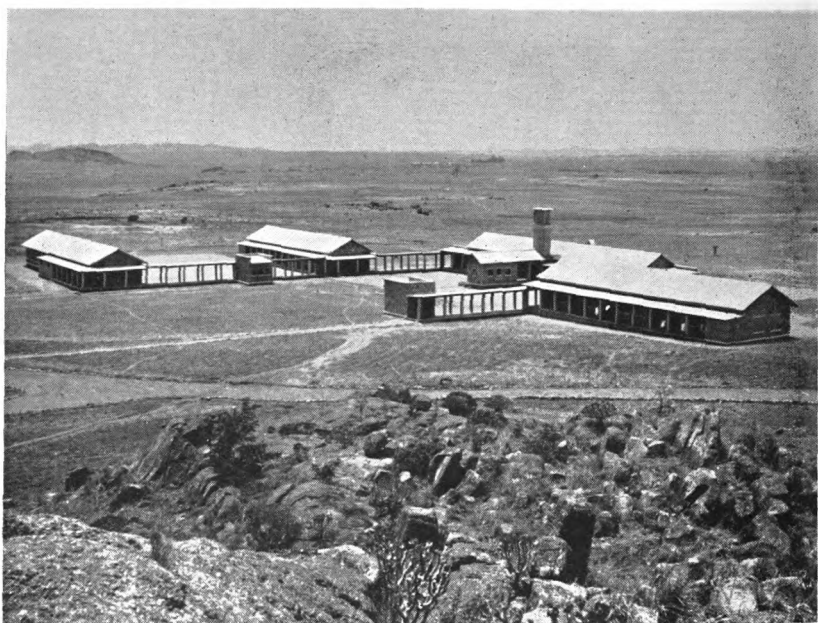
The activities of the Fraud Squad brought about a marked reduction in the number of complaints of commercial fraud. During 1954 only 170 cases involving £130,143 were investigated, compared with 313 cases involving £173,000 during 1953. It should be noted, moreover, that the majority of cases reported during 1954 arose out of fraudulent transactions carried out during the years 1952 and 1953.



**JOS MUSEUM**



**GROUNDNUT FARM**



SECONDARY SCHOOL, JOS, NORTHERN REGION



APAPA RECLAMATION SCHEME, LAGOS

Lagos. The new yellow fever vaccine and forensic science laboratories are nearing completion, and a senior pathologist has been appointed for forensic work. Plans are being made for a blood transfusion service.

There are now 101 technical assistants, 32 of whom are in training. Consideration is being given to making their course one of three years' whole-time teaching. The service has been regionalised. In the North, a senior pathologist, stationed at Kano, advises on staff and equipment and inspects laboratories throughout the region. A central laboratory is to be built at Kaduna. As yet the Eastern Region has no pathologist, and the Western senior personnel is all in Lagos. At the central laboratories the Wasserman test has been introduced as an additional test, and trials began with the V.D.R.L. test, which may replace the Ide for yaws work in the field. Almost seven million doses of glycerinated, lanolinated smallpox vaccine were produced, and almost a quarter of a million cubic centimetres of rabies vaccine, the demand for which is growing. Experimental work on freeze-dried yellow fever vaccine, held up by lack of equipment, reached the stage where safety-tests in monkeys and a small field trial could be undertaken, proving that a safe and potent vaccine had been produced under difficult conditions. New air-conditioned laboratories are being built for full-scale production, which may be combined with that of a freeze-dried smallpox vaccine.

## HOUSING

### *Northern Region*

The standards of housing throughout the Northern Region change slowly and the vast majority of the people continue to live in the traditional mud and thatched houses, built in the same way as by their forefathers. In some of the towns, however, money obtained from the high prices of crops is to some extent being invested in a more advanced type of housing ; corrugated iron roofing is replacing thatch and brick and cement is used instead of mud ; while cement floors are being laid and wooden doors are hung instead of mats. In many places there was a growing emphasis on town planning. Wide avenues were set out, thousands of shade trees were planted, model compounds built and villages laid out on a model basis. In some of the resettlement areas, for example Kontagora, all the hamlets are planned and built for the settlers.

### *Western Region*

The usual type of house occupied by the poorer classes has mud walls, wooden windows and doors, and a thatched roof. The houses of the more prosperous classes are of mud or brick walls, cement rendered, and have corrugated iron roofs and glass windows. In many cases houses of this type consist of two or more storeys and often include a produce store or shop on the ground floor. In many of the larger centres, notably in Ibadan, the wealthier commercial and professional



Province. The clash, in which 12 Egedis were injured, arose out of a dispute over river fishing rights.

Following the disturbances which preceded the installation of the new Emir at Bauchi, one riot unit was sent from Jos to Bauchi early in November, 1954. A further unit was sent from the Refresher Course School at Kaduna as reinforcement. Thirty-five persons were later convicted on charges of rioting.

*Eastern Region.* Trouble arose in Ogoja Province in February, 1954, when considerable public resistance was shown against new education rates. After an attack had been made on the Senior District Officer and his escort at Akunakuna, a number of constables and court messengers were detained by members of the Ikwo Tribe and the Nigeria Police from Abakaliki were called to the rescue. A determined attack was made by rioters on the rescue party, which was forced to open fire before order could be restored. Two rioters were killed and three were wounded. One hundred and seventeen arrests were made.

On the 7th May, 1954, an Inspector of Police and six constables arrested four men at Ikot-Ekpene where people of Nbiakpa Ibahasi had threatened Omong Ono villagers during a land dispute. Four arrests were made.

A labour strike occurred on the 12th August, 1954, at Lobe in the Cameroons and the canteen on the Pamol Plantation was looted. A riot unit from Buea arrived by launch on the 15th August and restored order without resort to violent measures. Twenty-two persons were arrested.

A half riot unit of Police from Aba was sent to Eastern Ngwa on the 4th November, 1954, to disperse crowds of women who were damaging Councillors' houses. A further half unit from Umuahia was sent on the 5th November to deal with similar disturbances in Northern Ngwa. On the 6th November, the Police was reinforced by one more unit which enabled them to restore order by the 9th November after 166 arrests had been made.

Women created trouble again on the 3rd December, 1954, at Mbio-pong when they gathered outside the Native Authority Treasury. On this occasion, it was necessary for two riot units of Police from Umuahia and Aba to use tear smoke and batons to disperse the crowd. Five ring leaders were arrested and twelve women were later bound over to keep the peace.

*Western Region.* On the morning of the 9th of January, 1954, anti-capitation tax demonstrations took place at Ago Igwa in the Ijebu Province. The Police were successful in containing the situation; 125 rioters were arrested and 116 of them were later convicted.

During the month of January a society called the Aiyeyeju Society, formed to resist the payment of tax, virtually set up as the Government in the Egbado Division and in part of the Abeokuta Division. A strong force of Police had to be sent to the affected areas to arrest the ring-leaders of the Society and to re-establish law and order to a degree where Native Courts could function and responsible persons pay their

taxes without fear of reprisals. Twenty-four leaders of the Society were arrested and approximately 800 members of the Society were prosecuted in the Native Courts for non-payment of tax.

There was one major civil disturbance in Benin Province which arose in the Abgor area on the 8th January, 1954, out of public resentment against payment of capitation tax. Twenty-eight persons were arrested.

On the 19th April, 1954, hooligans attacked a meeting of the Oyo Parapo party at a small village outside Oyo. Seven people were injured and had to be sent to hospital for treatment. The Bale of Imielika and 32 other persons were prosecuted and six of them were bound over to keep the peace for six months.

On the 21st May, 1954, at Shaki, some hundred miles north of Oyo, a number of persons were injured and a house was damaged when about 400 rioters assembled outside the Council Hall and stoned councillors as they left the building. Thirty-one persons were arrested and, although spasmodic stoning took place, the presence of the Police was sufficient to restore the situation to normal by the 27th May.

On the 17th June, a further riot took place at Oyo between adherents of rival political parties and the Police were called upon to investigate 25 cases of causing malicious damage, one of unlawful assembly and three cases of assault. The Police were withdrawn on the 23rd June when the situation returned to normal. Trouble was again reported from Oyo on the 9th August, when a further fight took place between the two political parties, who stoned each other. The same political parties caused further trouble at Oyo on the 5th September, 1954, when Nigeria Police had to be sent from Ibadan to restore order. During a riot, which took place before the arrival of the Nigeria Police, 30 persons were injured and 5 were killed; 10 houses were damaged. The findings of the Commission of Enquiry appointed to enquire into the disturbances at Oyo were to be published shortly.

## PRISONS

Prisons in Nigeria are established under the Prison Ordinance (Chapter 177 of the Laws of Nigeria, Section 3) and under the Native Authority Ordinance (Section 78 of Chapter 140). The former establishes Government prisons whilst the latter authorises the establishment of prisons under the Native Authorities in various parts of the country.

### *Government Prisons*

Forty-seven prisons were maintained by the Government during 1954. They were:

#### *10 Convict Prisons*

At Abeokuta, Buea, Calabar, Enugu, Jos, Kaduna, Kakuri, Lagos, Port Harcourt and Warri.

#### *6 Provincial Prisons*

At Bamenda, Benin City, Mamfe, Ogoja, Onitsha and Owerri.

in the form of anti-social behaviour and delinquency. A large part of the work of the Probation Officers, therefore, consisted in educating parents in their duties to their children.

*Remand Homes, Lagos.* During 1952 a total of 601 boys between the ages of 9 and 16 years were admitted to the Boys' Remand Home. Eleven boys absconded during the year, of whom seven were recovered. Two-hundred and eighteen girls and small boys were admitted to the Girls' Remand Home, Lagos, during 1952, a slight decrease on the previous year. Three children absconded but were all recovered.

*Birrell House.* This institution was established to give a short corrective training to selected boys who are not so seriously maladjusted as to need full institutional training but whose home circumstances militate against their being successfully placed on probation. Training is for a maximum period of a year ; it may be described as " another line in the defences preventing the drift of the young offender to chronic criminality." During 1952, Birrell House treated a daily average of 24 boys ; of these only three failed to be promoted to a higher class as a result of the examinations at the year's end. The boys' academic success and their behaviour when visiting their homes surprised some of the parents who had remembered them only as chronic absconders from home, truants from school, and petty pilferers.

*The Boys' Approved Institution, Isheri.* This institution, situated some 14 miles from Lagos, provides academic, vocational, and corrective training for boys committed to it by the Juvenile Court. The average daily roll-call was 180. An African principal and 24 staff supervise the institution, under the general direction of the Senior Welfare Officer. An interesting feature of the disciplinary system is the existence of a Boys' Council which deals with minor offences. The only forms of punishment used at Isheri are the withdrawal of privileges and the imposition of fatigues. The boys are taught trades and of 24 who took trade tests in 1952 21 passed. It is significant that, although no walls or other form of physical restraint exist at Isheri, there were only 12 absconders during 1952, of whom 11 were recovered.

*The Family Welfare Centre.* The work of the Family Welfare Centre falls into three groups :

- (a) Conciliation in family disputes.
- (b) Care of Children and general problems connected with maintenance of children.
- (c) Advice on matrimonial problems.

During 1952 the main work of the Centre was in connection with conciliation between husbands and wives. In all 1,945 cases were dealt with and it is thought that the outcome of about three-quarters of these was satisfactory. As an experiment, a voluntary body was set up on the lines of Marriage Guidance Council, composed of specialists who can advise on family problems. The experiment proved a distinct success, and much valuable help was forthcoming from the public spirited African citizens who served on the Council.

*The Onikan Community Centre, Lagos.* This Centre is an association based primarily on tribal unions. Its objects are to provide accommodation and facilities for the various unions and societies. Thus they are better able to exercise their function of stabilising the community. After the union or group begins meeting at the Centre, an opportunity is taken to draw it into educational and recreational activities. A swimming club, dancing club, table tennis club and a photographic club were in operation in 1952. Membership of the Centre rose in 1952 to 33 organisations which themselves had a membership totalling over a thousand. Other activities of the Centre were the provision of a library, a canteen, and regular cinema shows of educational or topical films.

*Boys' and Girls' Clubs, Lagos.* It has been the firm policy of the Welfare Department to discourage the mushroom growth of clubs. Nevertheless, the office of the Colony Youth Organiser was invaded throughout 1952 by boys and girls eager to start a new club or to join an existing club. An interesting feature was the introduction of a Civic Pride Campaign in which boys' and girls' clubs took part by helping to clean up the litter-fouled streets and compounds of Lagos. Clubs also helped in the propaganda campaign which was launched before the taking of the 1952 population census.

*Young Farmers' Clubs and Village Institutes.* Young farmers' clubs in the rural areas of the Colony aim at improving farming methods and at ameliorating the dullness of village life. Such clubs contributed many prize-winning exhibits at the Colony Agricultural Show held in December, 1952. Other activities included baby shows, wrestling competitions, inter-club football matches, and exhibitions of handwork. Many villages contributed money and labour to the building of village institutes which become the focus of communal activity in the village.

*Port Welfare.* A Port Welfare Officer, advised by a Port Welfare Committee, supervises welfare in the Port of Lagos. The Merchant Navy Welfare Board gave a motor launch to the Welfare Department in 1952, which enabled the Port Welfare Officer greatly to increase the scope of his work. Welfare activities included the provision of books and reading matter for seamen, aid to seamen charged with crime, visiting of seamen in prison, the organisation of funerals of seamen who died in Lagos, and the provision of sports and recreation facilities.

*The Shipping Master's Office.* The work of the Shipping Master largely consisted of the carrying out of certain statutory duties. It cannot therefore be described as "welfare" in the strictest sense. This fact has now been recognised and the office will pass to the control of the Director of Marine, as from 1st April, 1953. The "welfare" aspect of the Shipping Master's work largely consisted of dealing with Distressed British Seamen. One-hundred and thirty-seven seamen were dealt with in 1952, of whom 75 were repatriated and 26 were found employment.

In the convict prisons more detailed segregation was possible. First offenders were housed and worked in separate gangs and recidivists were divided into sub-divisions according to their character, the worst being completely separated from the other prisoners. Unconvicted prisoners were also divided into two groups: those who had not previously been before a criminal court were accommodated and exercised away from those who had been associated with crime in the past.

Young prisoners were specially cared for in Port Harcourt Convict Prison where there was a special wing for them. Similar wings were being organised in the Ikoyi Prison at Lagos and in the Kaduna, Enugu and Jos Prisons.

### *Prison Discipline*

During 1954 prison discipline in all Government and Native Authority Prisons was good. There were no disturbances and it was rarely necessary to resort to the infliction of corporal punishment for prison disciplinary offences. Under the Prisons Ordinance corporal punishment may only be inflicted for mutiny or incitement to mutiny, or for personal violence against a prison officer. The figures for the year were:

<i>Mutiny</i>	<i>Incitement to Mutiny</i>	<i>Personal Violence against a Prison Officer</i>
Nil	12	34

### *Health*

The health of the prisoners was on the whole very good. All prisoners are medically examined on admission and on discharge and regular visits are paid by Medical Officers to the prisons. Prisoners in need of hospital treatment are transferred to the nearest general hospital until such time as they can be treated in prison, when they are returned to complete their sentence.

### *Religious Welfare and Education*

In all convict prisons, in most provincial and divisional prisons and in a large number of Native Authority prisons religious services are held once a week for prisoners belonging to the various denominations. Paid chaplains are attached to the large convict prisons where frequent services and classes of religious instructions are held each week, in addition to other weekly services.

Educational classes were held by paid teachers in the convict prisons and by other suitably qualified members of the Prisons Department. These classes were voluntary, but very popular, and there was an ever increasing demand for books by the inmates; it was hoped before long to extend these libraries to the provincial and divisional prisons. Most convict prisons were equipped with Radio Diffusion and this helped to pass the hours between lock-up and night-fall for those prisoners who were not able to read or who were not taking part in educational classes.

Cinema shows were given as often as possible, depending on the availability of the mobile cinemas in each area. Games, such as football, basket-ball and net-ball were played at week-ends in all the large prisons.

### *Employment and Earnings*

In convict prisons and the larger Native Authority prisons inmates who showed any aptitude, and whose sentences were considered long enough, were employed in the workshops learning trades and hand-crafts which could provide a living after discharge. These trades are carpentry, cabinet-making, mat-making, basket-work, shoe-making, tailoring, brick-making, building and masonry, gardening, printing and weaving; some of these trades were also taught in the larger provincial and divisional prisons.

Building played a considerable part in prison employment. During the year the Prisons Department undertook a large building programme carried out by prison labour, including warders' quarters, accommodation wards in the new open prison at Kakuri and a considerable amount of maintenance work in the smaller prisons. In the smaller divisional, provincial, and Native Authority prisons, employment consisted largely of station clearing or the collection and distribution of water and firewood to Government and Native Authority institutions such as rest houses and hospitals.

An earning scheme has been in operation since 1946. This enabled certain long-sentence first offender prisoners to earn a small wage. They were permitted to spend half of their wages on small luxuries, such as fruit and tobacco, and the balance was deposited in a savings box and handed to the wage-earner on discharge. As soon as suitable arrangements could be made this earning scheme was to be extended to other prisoners.

### *Remission*

All persons serving a sentence of over one month were credited with remission of one-third of their sentence for good conduct and hard work. This remission was forfeited for indiscipline and other breaches of prison rules.

### *Borstal Institutions*

There were as yet no proper Borstal institutions and their establishment was still under discussion. The wing of Port Harcourt Prison, referred to above, is called a "Borstal." It is an approved institution under the Native Children Custody and Reformation Ordinance and the Children and Young Persons Ordinance for the detention of those boys who are found to be too unruly or depraved to be kept at the Approved School at Enugu. In 1954 there were 13 boys detained there. The Approved School at Enugu in the Eastern Region was still the responsibility of the Prisons Department but it was hoped that the Social Welfare Department of the Eastern Region would be able to take

it over before long. Eighty boys were admitted during the year and there were 231 in the school at the end of December. The ages of the boys ranged from 9 to 18 years, the school being divided into a senior school and a junior school. Emphasis was placed on training and every effort was being made to treat the boys as normal children.

### *Female Prisoners*

The daily average number of females in prison during the year was 263·27, a very small number in comparison with the male population. The female prisoners were mostly located in the convict prisons and the larger provincial prisons. It was, generally speaking, not possible to train the women in a specific trade as most of them were short-term prisoners; they were however kept usefully employed in sewing, weaving and in the preparation of food. Lady visitors visited most of the convict prisons and their instruction in handcrafts, hygiene and child welfare was much appreciated by the inmates who eagerly looked forward to their visits.

### *After-Care*

After-care of prisoners was undertaken by after-care officers employed by the Prisons Department. These officers were attached to convict prisons, where their work was showing results of increasing importance.

A summary of their activities in 1954 is given below.

Prisoners interviewed . . . . .	8,350
Transport warrants issued . . . . .	1,020
Prisoners given financial aid on discharge . . . . .	1,848
Prisoners given sewing machine . . . . .	1
Discharged prisoners found employment . . . . .	56
Fines collected . . . . .	544

Amount collected . . . . . £3,474.16.1d.

Prisoners repatriated by the Aftercare Officer . . . . .	979
Prisoners given clothing on discharge . . . . .	243
Unconvicted prisoners bailed in consequence of the After-care Officer's work on their behalf . . . . .	230
Prisoners given tools of their trade learnt in prison . . . . .	15

## Chapter 10: Public Utilities and Public Works

### ELECTRICITY

THE statutory authority for the generation, transmission and distribution of electrical energy in Nigeria and the Cameroons under United Kingdom Trusteeship was the Electricity Corporation of Nigeria.

In addition there was the Nigerian Electricity Supply Corporation Limited which had the right to use the water of the Jos Plateau for generating electrical energy for mining purposes. A bulk supply was taken from this company for distribution in Jos, Vom and Bukuru. The African Timber and Plywood Co. Ltd., at Sapele, generated electricity from waste wood fuel and the Corporation bought from this source a bulk supply for distribution in Sapele.

There were numerous small industrial plants scattered throughout the length and breadth of Nigeria which were out of reach of the current activities of the Corporation.

The Corporation had 21 undertakings, eight in the Northern Region, five in the Western Region and six in the Eastern Region, together with one in the Southern Cameroons and one in Lagos, distributed as follows:

#### *Northern Region*

Kaduna	Kano	Katsina	Maiduguri
Plateau	Sokoto	Yola	Zaria

#### *Eastern Region*

Aba	Abakaliki	Calabar	Enugu
Onitsha	Port Harcourt		

#### *Western Region*

Abeokuta	Benin	Oshogbo (under construction)
Sapele	Warri	

#### *Lagos*

#### *Southern Cameroons*

Statistics of the electricity generated and consumed etc., are given in the table on page 160.

#### *Electricity Tariffs*

Tariffs in all undertakings were as follows:

*Residential*—fixed charge based on floor area, 1s. per sq.ft. per month for first 1,000 sq.ft. and falling thereafter. First 200 units per month at the higher unit rate.

*Commercial*—fixed charge of 3s. per month per 100VA or part thereof of maximum demand. Units to value of fixed charge at higher rate.

*Power Rate*—fixed charge based on KVA MD; 30s. per RVA per month to 10 KVA falling thereafter to value of fixed charge at higher rate. Concessions for off-peak load.



subsidiary legislation enacted by a Native Authority, and in force in the same area, and such ordinances as the court may be authorised to enforce by order of the Governor. Muslim law is administered by the Native Courts in the Mohammedan areas of the Northern Region.

### *Appointments*

Three Judges were appointed during the year to fill vacancies. Since these appointments were made one Judge has died and one has been transferred on promotion. The Chief Registrar and one Chief Magistrate acted as Puisne Judges during the year.

The six posts of Chief Magistrate created in 1951 were all filled during the year, five by promotions from the cadre of Magistrates Grade I and the sixth by selection from the local bar. Each Chief Magistrate is in charge of a group of Magisterial Districts and upon them was conferred increased jurisdiction which had the effect of reducing the number of cases which were beyond the powers of a Magistrate and which had to be heard before the Supreme Court. The control exercised by the Chief Magistrates over the other Magistrates in their group is purely administrative ; in addition to hearing the more serious cases they are responsible for ensuring the even distribution of work within their groups, investigating delays in the hearing of cases and reporting to the Chief Justice on the progress of work in their groups. This system met with considerable success during the year.

At the beginning of 1952 there were seven vacancies in the cadre of Magistrates Grade I ; six of these vacancies were filled and another vacancy has occurred by the resignation of a Magistrate at the end of his contract of service. There were therefore two vacancies in the cadre at the end of the year. At the beginning of the year there were 5 vacancies in the establishment of Grade III Magistrates and four of them were filled. A Grade III Magistrate is posted to each of the following stations—Lagos, Yaba, Ibadan, Sapele, Onitsha, Enugu, Aba and Port Harcourt. These Magistrates deal mostly with traffic and township offences as well as petty criminal and civil cases within their jurisdiction ; they have been of great assistance in relieving congestion in the courts of Magistrates Grade I. Many Administrative Officers are granted magisterial powers, of either the second or third grade.

### *Court Buildings*

The new Magistrate's Courts at Yaba were formally opened in April, 1952, by the Chief Justice. There are four court rooms and the business of the courts is now transacted with greater speed and convenience than hitherto. The Magistrate's Court at Badagry in the Colony District has been completed and it was formally opened during the year by the Chief Magistrate, Ibadan. The foundation stone of the new Supreme Court building in Lagos was laid during the year by His Excellency the Governor and building is now in progress. The new Magistrate's Court at Bamenda, Cameroons Province, was completed ; that at Uyo is nearing completion and the new Supreme Court at Port Harcourt

*Developments during 1954*

Work proceeded on the installation of new generating plant, the extension of the distribution net-works and the construction of transmission schemes throughout the Corporation's undertakings.

In particular, work on the construction of the new Ijora 'B' power station at Lagos, with an initial installed capacity of two 12.5 MW sets, on the new Oji River power station, with an initial installed capacity of two 5MW sets, and on the new Kano 'B' power station, with an initial installed capacity of one 2.4 MW set went ahead well. The transmission line between Challowa and Kano was completed and the transmission network to connect Oji River with Enugu and ultimately with Onitsha and the Nkalagu Cement Factory was progressing well.

The scheme for the electrification of Oshogbo, Ede, Ife and Ilesha also progressed; the power station at Erinle River and the distribution networks at Oshogbo and Ede were almost completed by the end of the year.

## WATER SUPPLIES

Urban and rural water supplies were the responsibility of the Regional Public Works Departments and the Federal Public Works Department. Unfortunately the work of investigation for new supplies was hampered in all Regions by the shortage of staff and in the Western Region consultants were called in to undertake the larger schemes. Although very few investigations could be carried out during the year, proposals for several schemes were nearing completion and materials ordered.

Government and Native Administration undertakings continued to operate efficiently throughout the year, delivering a high standard of water to nearly 2 million people.

Further progress was made on rural water supplies, with the sinking of some 87,000 feet of open well.

*Northern Region Waterworks*

Probably the most important development during the year was the connection of the Government residential area at Ilorin to the new water supply, and the closing down of the old works. A very great deal of work was also done at Ilorin in repairing burst pipes and remedying defects of construction.

At Gombe, in Bauchi Province, a 100,000 gallon reservoir was under construction and the site was being prepared for another 50,000 gallon reservoir at Bauchi. The foundations for a 100,000 gallon overhead tank at Maiduguri were almost completed and work also continued on the erection of high level tanks at Sokoto. The reservoir, winch house and ramp were completed at Lokoja.

Pumps and other equipment were installed at various places in the Region and, in all, over 34,000 feet of mains were laid. Plans and estimates were prepared to extension work at Kano, at Okene, and at Zaria.

*Eastern Region Waterworks*

The Public Works Department continued to prepare schemes for both urban and rural water supplies, as outlined in the Government White Paper, but was handicapped by staff shortage. Within the financial limitations certain works were carried out. During 1954 improvements made to existing water works, including the development of new water sources, increased the quantity of urban water supplies from 2.02 million gallons per day to 2.6 million gallons per day—i.e. an overall increase of 210 million gallons during the year.

The main increases were:

	<i>Per Cent</i>		<i>Per Cent</i>
Enugu .	. 80	Calabar .	30
Aba .	. 50	Onitsha .	20

These increases were the maximum possible with existing installation but further improvements can be made when the new schemes are implemented.

*Western Region Waterworks*

Work on an extensive programme of new water schemes and extensions to existing installations continued and progress was made on investigations for further undertakings. The work of investigation was limited by a shortage of supervisory staff but this problem was partly solved by the employment of consulting engineers.

Water undertakings were maintained and operated in 13 towns in the Region and the purity of water supplied was generally up to the required standard.

There were four large water schemes under construction; at Oshogbo-Ede, Owo, Remo District, and Ilesha, the scheme at Ilesha being completed during the year.

In addition, small schemes in various provinces were designed and installed for supplies to hospitals, schools, agricultural projects etc.

Water schemes were proposed for the following areas: Ijebu-Igbo and Ago-Iwoye; Ikare; Ado-Ekiti, Iddo Ekiti and Ikare-Ekiti; Auchi-Jaltu; and Ishan Plateau. Investigations and surveys were undertaken in connection with these.

*Lagos Waterworks*

The new 5-million gallon per day filtration plant at the Lagos undertaking was completed and expected to be in service early in 1955.

**BUILDING**

Work on the building programme continued at the same high level as in 1953 but in the Eastern Region it was still restricted by financial stringency.

Several large hospital projects made good progress during the year. In the Northern Region, work proceeded in nearly every province on

general hospitals, and a rural health centre was built at Kankiya. In the Western Region, work continued on the large mental hospital at Aro near Abeokuta and on the general hospitals at Akure and Oyo. In the Eastern Region, good progress was made on the general hospital at Arochuka.

Good progress was also made on the University Teaching Hospital at Ibadan. This very large project was being supervised by the Federal Staff of the Public Works Department. Four of the five-storey ward blocks were at roof level by the end of the year, whilst the students' hostel and some of the Sisters' flats were complete.

Work went ahead on the extensions and modernisation of the secondary schools at Ibadan and Ughelli in the Western Region, Afikpo and Umuahia in the Eastern Region and at Keffi in the Northern Region. At Zaria the building of the Institute of Administration continued and a start was made on the Headquarters for the adult education campaign. Work was also undertaken at the Women's Training Centres at Kano and Enugu and the Elementary Training Centre at Okene.

Work on the Agricultural School at Umuahia proceeded satisfactorily and Rural Education Centres were under construction at Ibadan and Bambui in the Cameroons.

Large public buildings, particularly in Lagos, provided perhaps the most spectacular activity of the Public Works Department during 1954. The new Supreme Court at Lagos was formally opened during the year. The extension to King's College, Lagos was nearly completed and, together with the adjacent Supreme Court, provided interesting examples of contemporary architecture. A large extension to the Secretariat at Ibadan was also completed during the year. Work started on the new airport terminal building at Kano, which has been designed on the most modern lines to cater for the ever-increasing volume of international traffic as well as the air service within Nigeria.

Twenty-seven aerodromes were maintained of which 17 were in regular use. Work continued on the new taxiway at Kano Airport which is adjacent to the main 3,000 yard long runway. Major reconstruction of the main runway at Port Harcourt proceeded rapidly as soon as the weather permitted and it was hoped that this runway would be in operational use by the middle of 1955. Preliminary work was started at Jos Aerodrome in readiness for the extension and tarring of the main runway.

### *Motor Traffic*

A greater number of road traffic patrols were necessary to meet the needs of the rapidly increasing number of vehicles. Eight vehicle inspection officers have now been appointed and three more are still needed to bring the strength of the Force up to establishment. There is evidence that there will be a demand for more officers to carry out these duties. There will however be little or no deterrent to violators of the road traffic laws until the courts are able to deal more expeditiously with offenders.

### *Force Communications*

The Force High Frequency Wireless Scheme, which was inaugurated in 1950, is now nearly completed. Of a total of 22 planned static stations, 18 have been opened and a further two should be in operation early in 1953. In addition, four of the nine mobile sets are in use. There was considerable improvement in the capabilities of the Force Wireless Operators, the majority of whom were serving personnel who volunteered for transfer and received six months training in wireless operating. Only very few of them had previous wireless experience.

The V.H.F. control room system, operating in Lagos, continued to be a most valuable asset to the Force, and four new vehicles and some new sets to replace those in use were obtained.

### *Riots and Disturbances*

The most serious disturbances during 1952 were in the Eastern Region, where there were several inter-tribal battles arising out of land disputes, fishing rights, etc. Apart from the riots at Oke Odde and Offa in Ilorin Province, and minor incidents in Benue, Kabba and Jos, the North was quiet. In the West, a land dispute between Akure and Idanre developed into a serious riot, and further riots and considerable looting and pillaging took place in Warri, when a quarrel broke out between the Urhobo and the Itsekiri over the title "Olu of Warri." Minor disturbances also took place in Abeokuta, Shagamu and in the Benin Province.

Owing to constant police vigilance there was little trouble in Lagos, although occasional minor disturbances occurred when rival political factions met and quarrelled and the ubiquitous Lagos bands of hooligans joined in.

*Northern Region : Ilorin.* On two occasions it was necessary for police to be sent to Oke Odde to quell disturbances. The first was in early January when a representative of the Emir of Ilorin visited Oke Odde and was welcomed by one of the notables who was at that time not the village head. On this occasion order was quickly restored by Native Administration Police, and eight supporters of rival factions were arrested and convicted. The second incident, which took place on 18th November, arose out of the reinstatement as village head by the Emir of the individual who had figured prominently in the earlier incident. On this occasion 50 rioters were arrested and convicted.

upkeep of Government craft and such commercial craft as it was possible to accommodate. A number of new craft were put into commission, including the new survey vessel *Pathfinder* and two more passenger ferries, *Kite* and *Kelt*. The latter two were built in the United Kingdom and assembled at Apapa. Pilotage for the port is compulsory and 3,581 ships were handled during the year (this includes shifts within the port). Construction of the 5-berth extension at Apapa Wharf, begun in 1951, continued and it was expected that it would be possible to inaugurate the first new berth early in 1955.

*Port Harcourt.* Berthing facilities consisted of five berths alongside one being a coal loading berth by conveyor belt. Buoy berths consisted of one for discharge of petroleum products in bulk and two others in the pool, the latter being inaugurated during 1954. There was also a buoy berth for coasters loading palm oil. Rail facilities were available to the four main wharf berths, but no crange. Fresh water can be obtained at all wharf berths. There were no towage facilities for ocean-going vessels but one tug was on order and expected to be commissioned about mid-1955.

The Nigeria Marine Dockyard was employed to full capacity throughout the year in the upkeep of Government craft. Pilotage is compulsory from Dawes Island to Port Harcourt and 804 ships were handled. African pilots of the Nigeria Marine were available at Bonny for the lower reaches of the river and they handled 382 ships during the year, including pilotage to Abonnema.

*Calabar.* Berthing facilities consisted of berths alongside for three ocean-going vessels but one was demolished during the year as the result of a shipping accident. One buoy berth and three pool anchorages were also available. Vessels could not depend on obtaining fresh water here and there were no towage facilities for ocean-going vessels.

Pilotage was not compulsory but the Harbour Master carried out this duty when required. Two hundred and ten vessels were handled during the year (this includes shifts within the port) and the Nigeria Marine Dockyard was employed to capacity during the year in the upkeep of Government craft and in small new construction.

#### *Facilities at the Delta Ports*

*Warri.* There were four anchorage berths, one with a single mooring buoy.

*Sapele.* Six berths were available with only one alongside, which was operated by the African Plywood and Timber Company.

*Burutu.* Four berths were available alongside wharves operated by the United Africa Company Limited and there was very limited crange.

None of the delta ports had water or towage facilities for ocean-going vessels. Lighterage was supplied by the shipping firms themselves. The draft of vessels using these ports is governed by the depth of water or Escravos River Bar; it was previously 11 ft. at M.L.W.O.S.T. but in 1954 a new channel over the bar was discovered and buoyed giving an

improved depth of 13 ft. M.L.W.O.S.T. Entrance could also be made through the buoyed channel over Forcados River bar, but here the depth remained at 11 ft. M.L.W.O.S.T.

The Nigeria Marine Dockyard at Forcados was fully employed during the year on the maintenance and construction of Government small craft. Pilotage for the delta ports was not compulsory but local freelance African pilots usually met vessels after crossing the bars in the hope that their services would be required.

### *Victoria and Tiko*

Facilities consisted of one berth alongside at Tiko where the new wharf was opened in 1954, one anchorage in Tiko pool and four in Victoria bay. Fresh water was available at the shore berth in Tiko only. There were no crane or towage facilities for ocean-going vessels.

Pilotage was not compulsory but practically every vessel proceeding to Tiko made use of the Harbour Master who piloted vessels when requested; 164 ships were handled in 1954. The depth of water on Bimbia bar is the controlling factor for drafts of vessels proceeding to Tiko and this was maintained at 12 ft. M.L.W.O.S.T.

### *Major Shipping Lines*

Elder Dempster Lines Ltd., maintained a regular fortnightly mail and passenger service between Lagos, Takoradi, Freetown and Liverpool, and intermediate freight and passenger services between Lagos, other West African ports and the U.K. and Continent. The freight and passenger services also operated between West Africa, Canada and the U.S.A. Other shipping lines operating intermediate freight and passenger services between Nigeria and U.K. and Continent were Palm Line Ltd., John Holt & Co. Ltd., and Holland West Africa Line. Two American lines connected the U.S.A. and most West African ports and there were a number of French, German and Swiss lines calling at Nigerian ports on passage. A French line maintained a passenger service between Lagos and Marseilles. Elders and Fyffes Limited maintained a frequent passenger and fruit cargo service between Victoria/Tiko and the United Kingdom. During the year two Japanese vessels also visited Nigerian ports, the first since 1939.

### *Coastal Services*

The Marine Department maintained a passenger service between Lagos and Port Harcourt, its main purpose being the carriage of coal from Port Harcourt. Various other small coasting craft, mainly operated by Elder Dempster Lines Limited and Palm Line Limited, maintained a frequent but not regular service between Nigerian ports. The Marine Department Service was carried out by two modern colliers each capable of lifting 4,000 tons coal and carrying 8 cabin and 90 deck passengers.

### *Inland Services*

A fortnightly service maintained by the Marine Department between Lagos and Warri, Port Harcourt and Brass, and Port Harcourt and Opopo, was usually fully booked. The United Africa Company and John Holt maintained service between the delta ports and places of call on the Niger and Benue Rivers; it consisted of shallow draft stern wheelers pushing or towing barges as far north as Baro and Garua during high river season. Elder Dempster Lines and the United Africa Company, also ran irregular services on the Cross River as far as Mamfe during the high river season. Inland water traffic in the Cameroons was operated mostly by the United Africa Company and the Cameroons Development Corporation.

### *Ferry Services*

The Marine Department maintained passenger and vehicular ferry services between Sapele and Benin and Onitsha and Asaba and the passenger service in Lagos between Lagos and Apapa. All services were fully occupied during the year. Elder Dempster Lines maintained a passenger and vehicular ferry service between Calabar and Oron. There were also various other irregular ferry services on the creeks and rivers of Nigeria, operated by African-owned canoes powered by outboard motors.

### *Waterway Clearing*

Of the 4,200 miles of navigable waterways in Nigeria controlled by the Marine Department, 2,409 miles were inspected and cleared during the last clearing season. These waterways carry a very large amount of the produce of the country to the various collecting stations, much of it in locally owned canoes.

### *Dredging*

The Nigeria Marine dredgers, *Lady Bourdillon*, *Ibadan* and *Mole* were fully occupied during the year in dredging Lagos Harbour, Port Harcourt and Calabar. It was found necessary during the year to condemn the dredger *Queen Mary* which had more than outlived her usefulness, having been originally built in 1913.

### *Survey Work*

Early in 1954 the Department took delivery of the new survey steamer *Pathfinder*, a very useful addition to the fleet. During the year surveys were carried out of the following areas:

Apapa Crossing	— quarterly
Escravos Bar	— twice
Forcados Bar	
Escravos River	— Rugged Point to Nana Beacon
Sapele/Benin Ferry Crossing	
Lagos Harbour	— Sheet 2



Victoria Beach  
Lagos approaches

## — Coast Erosion survey

Further surveys in Forcados, Escravos and Ramos River entrances were also carried out on behalf of Nedeco, the Netherlands Engineering Consultants.

*Buoyage*

During the year the Buoyage vessel *Dayspring* carried out her yearly programme of relieving all the coastal and river buoys.

*Other Developments*

During the year the investigation by Nedeco was completed on the Lower Niger area and their Report was awaited. Work on the investigation of the Upper Niger and Benue River was due to start early in the new year.

*Statistics**Vessels Entered and Cleared*

PORT	Entered No.	Cleared No.
Lagos . . . .	1,332	1,315
Port Harcourt . . . .	384	382
Calabar . . . .	236	235
Victoria . . . .	159	159
Tiko . . . .	238	239
Warri . . . .	150	148
Sapele . . . .	212	213
Burutu . . . .	223	223
Abonnema . . . .	72	71

*Pilotage*

PORT	Inwards	Outwards	TOTAL
Lagos . . . .	1,247	1,245	2,492
Port Harcourt . . . .	403	401	804
P.H. to Dawes Island . . . .	125	114	239
Calabar . . . .	93	81	174
Victoria . . . .	Nil	Nil	Nil
Tiko . . . .	82	82	164
Degema . . . .	71	72	143

*Dredging*

CRAFT	Total Dredged Tons	Dumped Tons	Reclaimed Tons
<i>Lady Bourdillon</i> . . . .	491,505	475,100	16,400
<i>Ibadan</i> . . . .	466,044	247,273	218,771
<i>Mole</i> . . . .	69,605	69,605	—

*Ferry Services*

SERVICE	<i>Passengers Carried No.</i>	<i>Vehicles Carried No.</i>	<i>Revenue</i>		
			£	s.	d.
Lagos/Apapa . . .	2,561,926	—	16,631	2	6
Sapele/Benin . . .	248,467	34,994	14,460	2	4
Onitsha/Asaba . . .	240,841	15,714	35,158	8	6

*Colliers*

CRAFT	<i>1st Class Passengers No.</i>	<i>Deck Passengers No.</i>	<i>Coal Tons</i>
Ajasa . . .	129	1,360	141,603
Enugu . . .	84	1,013	123,575

*Creek Mail Services*

SERVICE	<i>Passengers Carried No.</i>	<i>Revenue</i>			<i>Cargo Tons</i>
		£	s.	d.	
Lagos/Warri . . .	1,947	3,109	13	2	80
P.H./Brass . . .	2,413	1,194	15	3	—
P.H./Opobo . . .	679	126	12	6	—

*Passengers*

	<i>No.</i>
Passengers arrived in Nigeria by sea during 1954 . . .	5,703
Passengers leaving Nigeria by sea during 1954 . . .	5,200

## RAILWAYS

*Organisation*

The headquarters of the Nigerian Railway were at Ebute Metta, Lagos. Col. R. B. Emerson, the General Manager, was the chairman-designate and chief executive officer of the proposed Nigerian Railway Corporation, which, it was expected, would be constituted during 1955 to take over the existing Government railway. The heads of Departments were the Chief Superintendent (Operating and Commercial), Chief Mechanical Engineer, Chief Engineer, Chief Accountant, and Stores Superintendent. District officers were stationed at Ebute Metta Junction, Zaria and Enugu. The ports at Apapa and Port Harcourt, which had been under the control of the Railway, were being transferred to the control of the newly constituted Nigerian Ports Authority.

The Nigerian Railway extends over a distance of 1,770 route-miles of 3' 6" gauge and 133 route-miles of 2' 6" gauge. "Limited" passenger trains departed from Lagos on four days each week, providing a service to Kano, Port Harcourt and Jos. In 1955 there were to be five limited trains each week and all will run direct to their destinations, avoiding the necessity for changing trains at Kaduna Junction. A direct service was also to link Port Harcourt and Kano. Other principal stations served are Ibadan, Ilorin, Minna, Kaduna, Kafanchan, Zaria, Makurdi,

Aba and Enugu with connections to Nguru and Kaura Namoda. In addition the railway administration runs an extensive road service in the North, serving Sokoto, Gusau, Birnin Kebbi, Maiduguri and Funtua.

### *Statistics*

The financial year ended 31st March, 1954, produced the best results yet achieved in both revenue and net surplus. Gross receipts amounted to £11,968,000 and expenditure (excluding renewals) to £7,732,000, representing an operating ratio of 65 per cent. The net surplus was £2,735,000.

The number of passengers conveyed during the year was 5,454,000, at an average distance of 65 miles per passenger. Freight tonnage amounted to 2,298,000 tons, the average length of haul being 396 miles. The freight net-ton miles totalled 909,485,000.

### *Rolling Stock*

The arrival of 25 new 'River' Class locomotives during 1954 considerably improved the locomotive position and resulted in a vast increase in monthly tonnages carried during the last quarter of the year. Preparations for the introduction of diesel electric locomotives were taken a stage further and the first unit was expected to arrive in January, 1955. Various rolling stock additions were received.

### *Developments*

The new Lagos Terminus station was already in use but construction work was not expected to be completed until towards the middle of 1955 when it would be formally opened.

The five-year development plan, due to commence on 1st April, 1955, included provision for extensive track-relaying, station remodelling, new locomotive running sheds, rolling stock replacements, and improved train control and signalling.

It was expected that the incorporation of the Railway would enable it to function more efficiently and be better equipped to meet the growing transport needs of Nigeria.

## ROADS AND VEHICLES

The construction and maintenance of roads in Nigeria was the responsibility of the Federal and Regional Public Works Departments.

The mileage of all types of roads in Nigeria and the Cameroons in 1954 was as follows:

<i>Government Maintained</i>	<i>Miles</i>
Bituminous Surface . . . .	1,745
Gravel or Earth; all season . . . .	5,325
Gravel or Earth; dry season . . . .	91

boy at a boarding school. Nothing resembling a prison atmosphere exists. There is no security wall or fence, no separate or solitary cells. It is not an unusual occurrence to see the boys on the playing fields, which are some distance from the school, without a member of the staff being in sight. Many boys have been granted leave during the school holidays, while many more are given weekend passes to visit relatives and friends in the vicinity. During the year not one boy abused these privileges. In addition to receiving a sound education, the boys in the senior branch of the school are also taught the rudiments of the common trades. These are, at present, carpentry, bricklaying, shoemaking, tailoring and agriculture, and of these the last is considered to be the most important, as it is hoped that it will, in some measure, prevent a boy drifting back to the large towns on discharge. All the trades are organised on a three-year apprenticeship basis. Every effort is made to find suitable employment for the boys when they leave the school, while in other cases parents or guardians are encouraged to continue their education. The post-school career of an ex-inmate is watched over by the After-Care Officer who, by means of visits, letters and contact through Administrative Officers, keeps in touch with most of the boys who have left.

The population of the school at the end of the year was 251, with 109 admitted, 44 discharged and one death.

The general standard of health was satisfactory and there were no epidemics. The sick bay at the school caters for minor cases only, and is in charge of two matrons, both fully qualified nurses.

#### *After-Care*

The after-care organisation began in 1947 and is now a valuable feature of prison administration ; the following statistics of the activities of the After-Care Officers for the financial year 1951-52 give some idea of the value of the work :

Number of prisoners interviewed . . . . .	6,632
Number of transport warrants issued . . . . .	955
Number of prisoners given sewing machines . . . . .	1
Number of prisoners given financial aid . . . . .	2,125
Number of discharged prisoners found employment . . . . .	55
Total number of fines collected . . . . .	420
Total amount collected . . . . .	£2,195 2s. 9d.
Number of prisoners given clothing on discharge . . . . .	135
Number of prisoners repatriated by After-Care Officers . . . . .	1,140
Unconvicted prisoners bailed in consequence of the After-Care Officer's work on their behalf . . . . .	207

It will be observed that a substantial sum was collected in fines, and it is interesting to record that this amount is more than double the aggregate salaries of the five After-Care Officers employed by the Department. In addition, of course, many persons were released from the prisons after the fines had been collected from their relatives and friends by the After-Care Officers, and the taxpayer was, in consequence, saved the cost of their maintenance.

strengthened together with the bridges to carry two lanes of traffic on a 20 feet wide carriageway. The work was about 75 per cent complete.

*Ijebu-Ode-Benin.* This was one of the major road construction projects which when complete will reduce the distance by road from Lagos to Benin from 326 to 208 miles. Work was virtually finished up to and including the Oni River bridge 38 miles east of Ijebu-Ode. The Oni bridge, comprising nine 50 feet long reinforced concrete spans, was opened by the Minister of Works in December.

*Kwongoma-Kaduna.* This 72 miles of new construction was opened to light traffic. It shortens the distance by road between Lagos and Kaduna by about 120 miles. 650 lineal feet of bridging and 31 box culverts were completed or under construction during the year.

*Gombe-Ture-Numan.* Another important link in the Trunk Road "A" system which will shorten all-season distance by road from Jos to Yola by over 200 miles. Construction was confined to culverts and the completion of 10 miles of new road.

*Yola-Wukari.* Fifteen bridges comprising a total length of nearly 1,700 feet were completed or under construction during the year. The design was completed for a bridge 1,000 feet long to cross the Taraba River.

*Gusau-Sokoto.* Out of the total of 136 miles of existing road to be given a bituminous surface, 56 miles were completed.

*Ikeja Overbridge.* This was the second road-over-rail bridge to be built in Nigeria and was nearly completed during 1954. It consists of two spans, each of 30 feet, prestressed.

### *Cameroons Roads*

Financed from the Cameroons Road Fund, work continued on the reconstruction of bridges and culverts between Victoria and Mamfe and bituminous surfacing between Victoria-Tiko and Kumba. During the year 44 miles of bituminous surfacing and 3,200 feet run of permanent bridging were completed.

### AIR

All government aerodromes were operated and administered by the Department of Civil Aviation. In the following list the aerodromes have been classified according to their use.

*Grade I.* Designated International airports.

Kano

Lagos

*Grade II.* Customs aerodromes used regularly, but with very little traffic.

Maiduguri

**Grade III. Non-customs aerodromes in regular use.**

Calabar	}	shortly to be designated as customs aerodromes
Enugu		
Ibadan		
Jos		
Benin		
Kaduna		
Port Harcourt		
Tiko		
Bida		
Gusau		
Makurdi		
Sokoto		
Yola		
Zaria		

**Grade IV. Aerodromes used occasionally and emergency landing grounds.**

The following aerodromes had limited use only, but were maintained for the reasons given:

- Bauchi — Useful as an alternate to Jos.
- Ilorin — Used only occasionally, but a useful alternative for small aircraft on the Lagos-Kano route. Occasionally used by aircraft of Sudan Interior Mission.
- Katsina — Katsina is the seat of a senior Emir and although the aerodrome was little used it might serve a useful purpose for special flights. Occasionally used by aircraft of Sudan Interior Mission.
- Mamfe — Occasionally used by the West African Airways Corporation, but generally closed during rainy season.
- Minna — Used by aircraft of the Sudan Interior Mission, but Minna is a provincial centre and the aerodrome might be required for special flights.
- Potiskum — Useful alternative for small aircraft on the Kano-Maiduguri route.

The landing grounds at Lokoja, Nguru and Yelwa were used very infrequently, and were mainly kept open for emergencies.

**Scheduled International Services**

*British Overseas Airways Corporation.* London-Lagos, via Kano, 4-6 times weekly in each direction with "Argonaut" aircraft.

London-Accra, via Kano, 3-5 times weekly in each direction with "Argonaut" aircraft.

A once-weekly tourist class service operated with "Argonaut" aircraft on the route London-Kano-Accra-Lagos-Kano-London.

*KLM Royal Dutch Airlines.* To and from Amsterdam and Johannesburg three times weekly in each direction with super-Constellation aircraft.

<i>Station</i>	<i>No. of sets</i>	<i>Capacity kw.</i>
Port Harcourt .....	2 .....	200
	1 .....	500
	1 .....	75
Maiduguri .....	1 .....	50
	1 .....	75
Warri .....	1 .....	140
	1 .....	50
	1 .....	70
Yola .....	1 .....	50
	1 .....	25
Zaria .....	1 .....	75
	1 .....	50
	1 .....	120

## PUBLIC WORKS

*Water Supplies*

There was good progress during the year in the field of urban water supplies and several schemes were completed, but costs rose markedly. Piped water became available to the populace of Sokoto, Warri, Abakaliki, Owoode and Ubiaja. Construction work on the dam at Ilorin was practically completed and it is hoped to complete the whole scheme early in 1953. On the Oshogbo—Ede scheme work on the dam went forward steadily and it is hoped to impound water at the end of the 1953 wet season. All the distribution system and service reservoir in Ede was completed while work proceeded on the treatment and pumping plant. The intake on the Ilesha scheme was completed and it is hoped to have all the mains laid and to be in a position to supply water by August, 1953. No further progress was made at Maiduguri where difficulty is being experienced with the source. It has now been decided to sink a series of shallow boreholes and this is now in hand. Work was also started on the river intake and service reservoir for Lokoja. On the Lagos extensions only the completion of the new 5 million gallons per day filtration plant is necessary to complete the proposals.

Materials arrived for water supply schemes at Gusau, Bauchi, Gombe, Iperu, Shagamu, Effon Alaiye, and the Jos duplication of delivery mains. Work started on the construction of the dam at Iwo but unfortunately lack of staff later brought work to a standstill ; it is expected to restart early in 1953. Owing to lack of funds progress was delayed on improvement schemes for Aba, Port Harcourt and Calabar.

In the field of rural water supplies results continued to improve following increases in supervisory staff and also as a consequence of the local experience continuously being gained by that staff. No progress can be reported on the deep drilling contract at Maiduguri since, at a depth of 3,300 feet, drilling tools were lost ; arrangements are in hand for a new hole to be started in the middle of 1953.

*Building and other Activities*

The scale of the building programme continued unabated. A large proportion of the expenditure however was on very necessary but less interesting types of buildings, such as Senior and Junior Service quarters, hospital wards and police flats. Work was hampered from time to time by periodic shortages of materials. Some of the more interesting works carried out in Lagos during the year were the Central House of Representatives, which was completed together with the installation of the air conditioning plant, and an office block for the Council of Ministers, which was completed in the grounds of Government House, and which, although of very modern design, blends well with the nearby historic residence of the Governor. Very good progress was made on the erection of a six-storey block of Government offices, which is one of the tallest buildings in Lagos, and on the new Supreme Court, the estimated cost of which is £420,000. The main automatic telephone exchange building in the centre of Lagos and three satellite exchanges at Ikeja, Apapa and Yaba were completed and the telephone equipment is being installed. The preparation of some 150 plans and contract documents for the new Terminal Building at Kano Airport continued throughout the year, and tenders will shortly be called.

In the Regions large building programmes were carried out. At Ibadan a new Regional Secretariat block was built which doubled the office space in the Secretariat and provided for the needs of the new Constitution. The Western House of Assembly building at Ibadan was extended and a new Executive Council Chamber was completed ; work was in hand on a Regional Survey Headquarters, an extension to the Audit offices, an extension of the Regional Treasury office and offices for the Inland Revenue Department and the Department of Commerce and Industries ; a new printing office was also completed. At Ibadan a project of exceptional importance was begun, namely the new University Teaching Hospital, which when established, will permit the complete training of doctors and nurses in Nigeria and will consist of a series of buildings of up to date design. The site allows for future expansion. The work is being done by contract under departmental control and good progress was made with staff housing, flats, and the students' hostel, while the plans for the hospital itself and ancillary buildings are being prepared. Consultants have been engaged to advise on the many special planning and technical requirements.

At Enugu the Secretariat was extended and an office block for the Audit Department and a new printing office were built.

At Kaduna work was in hand on the extension of the Secretariat and on the reconstruction of the " Old brick " Secretariat. A building to provide accommodation for the Executive Council was completed. Work continued on the office block for the Treasury and Audit Departments and on a second block of " austerity offices."

In the Provincial and Divisional Headquarters stations throughout the country large building programmes continued and nearly every station saw additions to the number of Government quarters. A new Provincial Office was completed in Abeokuta ; in Ilorin a new Provincial



Office was well under way and a start was made on similar types of buildings at Katsina and Bauchi. At Maiduguri the Provincial Office was being extended and a Divisional Headquarters Office was in hand at Igala.

In the education field large-scale projects were carried out from Development funds. In the Northern Region work continued on the following ; Men's Elementary Training Centre at Mubi, Girls' Elementary Training Centre in Bornu Province, Womens' Elementary Training Centre in Kabba Province, Men's Elementary Training Centre at Toro in Bauchi Province, and the Rural Education Centre at Bauchi. At Keffi in Benue Province work continued by contract on the construction of a boys' secondary school and a Mens' Elementary Training Centre. In the Eastern Region the boys' secondary school at Afikpo, which was being undertaken by direct labour, was practically completed, while work continued on the Rural Education Centre at Bambui in Bamenda Province, the Teachers Training Centre at Uyo in Calabar Province and the Government College at Umuahia. In the Western Region work continued at Ughelli on the second stage of the boys' secondary school and final details received attention at the girls' secondary school at Ede and the Womens Training Centre at Ilesha.

A large programme of work was undertaken in the medical field. Hospitals were considerably extended at Yola, Maiduguri, Offa, Lokoja, Minna, Bida, Sokoto, Kafanchan and Bauchi in the North, and at Abeokuta, Benin, Ijebu-Ode and Warri in the West. The new hospital at Bamenda was practically completed and work continued on the hospital at Ogoni in the Rivers Province. In the Western Region the hospital at Shagamu was completed and work continued on the maternity hospital at Iwopin in Ijebu Province and on the general hospital at Akure. In the Northern Region at Mubi work continued by direct labour on the new hospital and also on similar buildings in Ilorin and Birnin Kebbi. At Keffi a new hospital was being built by contract. Work continued on the erection of buildings for the new mental hospital at Abeokuta in the Western Region. At Kumba in the Cameroons a group of buildings for helminthiasis research were finished. The Medical Stores at Oshodi were occupied and work continued on the Regional Medical Stores at Port Harcourt and the Medical Stores at Kaduna. The buildings for the Yellow Fever/Smallpox Vaccine Production Unit at Yaba were nearing completion at the end of the year.

For the Posts and Telegraphs Department new post offices were completed at Ikorodu, Ijebu Igbo, Oyo, Afikpo, Jebba, Kano (Sabon Gari), Vom and Kafanchan, and work was in hand on post offices at Agbor, Ifon, Lau, Damaturu, Yelwa, Azare and Nnewi. Funds for the erection of the post office at Nnewi were put up by the local population—a commendable effort.

Work was undertaken for the Broadcasting Department in Lagos and the Regional Headquarters. In addition to the building of standard quarters, a transmitter building was completed by direct labour at Oshodi and the construction by contract of Broadcasting House in

Lagos was well advanced. A start was made on the transmitter building at Kaduna.

Catering Rest Houses were extended at Asaba, Benin, Warri, Bamenda, Calabar, Ikom, Abakaliki, Port Harcourt, Mamfe, Ilorin, Lokoja, Katsina, Zaria and Kaduna and a two-story block of quarters was in course of erection for the Ikoyi Guest House in Lagos.

Good progress was maintained during the year on the Agricultural School at Samaru near Zaria and on agricultural farm buildings in Delta Province.

New police barracks and extensions to existing barracks were built throughout the country, and quarters were built at Kaduna and Lagos by the Department on behalf of the Military Authorities.

In Lagos and the Regional Headquarters suitable houses were erected for the Ministers who assumed responsibilities under the new Constitution.

## Chapter 11 : Communications

### SHIPPING

#### *Marine Department*

The Nigerian Marine is responsible for the survey and licensing of all vessels registered in Nigeria, the administration, hydrographic survey, lighting, bouyage, dredging and maintenance of approximately 4,000 miles of navigable inland waterways of Nigeria and the ten ports of Lagos, Forcados, Burutu, Warri, Sapele, Port Harcourt, Abonnema, Calabar, Victoria and Tiko, all of which are used by sea-going vessels. Pilotage services were maintained for the ports of Lagos and Port Harcourt and pilots were made available on request for the other ports. In addition to two large ocean-going dredgers, one of which is of 4,000 tons capacity and the other of 2,500, there is a fully-equipped bouyage and survey vessel of 1,000 tons and one sea-going transport of 4,000 tons cargo capacity, with accommodation for eight cabin and 90 deck passengers.

Two bar and salvage tugs are maintained for the Lagos Pilot Service and for the assistance of any vessel in distress in local waters. These tugs are both fitted with radio telephone and full salvage equipment. Several notable salvage operations have been carried out during the past twenty years and in no case have these tugs failed to refloat a stranded vessel. A large fleet of inland water craft comprising harbour tugs, touring launches, motor pinnaces, etc., is maintained and operated for Marine requirements and for the Government departments concerned with the internal administration of the country. For the building of inland water craft and the servicing of both the inland water and the sea-going craft, a large well-equipped dockyard is maintained at Apapa which, in addition to workshops and slipways, has a floating dock capable of lifting 3,600 tons. Similar dockyards for inland water craft are maintained at Forcados, Lokoja, Port Harcourt and Calabar.

The total establishment of the Nigeria Marine, comprising officers, ratings and dockyard and clerical staff, is approximately 2,840. In addition, the normal number of daily paid employees is approximately 1,615. The shortage of qualified engineer officers continued and the Department was 12 below establishment. Three African candidates for the Ministry of Transport Examination for Second Engineer went to the United Kingdom in December, 1952, and three more will follow in the near future. Should these candidates be successful in passing the examinations, the situation will be improved.

### *Ocean Shipping*

Elder Dempster Lines maintained a regular two-weekly ocean mail service between Lagos, Takoradi, Freetown, Las Palmas and Liverpool. A small passenger vessel maintained a regular Lagos-Cape Town run, and there were frequent cargo and intermediate services to and from Canada, the United States of America, the United Kingdom and Europe. Three United States shipping firms maintained a regular connection between Nigeria, Belgian Congo, Luanda and the United States of America, while French and Dutch firms also provided regular passenger and cargo services. The Palm Line and Messrs. John Holt (Liverpool) & Co. had regular intermediate cargo liners trading to and from Nigeria, other West African ports and the United Kingdom, while Messrs. Elders and Fyffes maintained between Tiko and Liverpool a service of banana boats in which there is limited passenger accommodation.

### *Coastal Shipping*

The Government maintained a service, carrying passengers and coal, between Lagos and Port Harcourt with about three sailings per month. A monthly service between Lagos, Calabar and Victoria was maintained by Elder Dempster Lines and irregular coastal services were operated by Elder Dempster Lines and the United Africa Company to other Nigerian ports. A Spanish company operated a service between Fernando Po and Calabar in connection with the Anglo-Spanish Labour Agreement.

### *Major Ports*

Lagos and Port Harcourt are the two main ports. One-thousand and twenty-one vessels used the port of Lagos during the year ; 967,430 tons of cargo were landed and 697,706 tons were loaded. This was an increase of 57 ships over the previous year, and an increase of 119,012 tons and a decrease of 49,975 tons of cargo respectively. All berths were continually occupied. Three-hundred and ninety-six vessels used Port Harcourt during the year, an increase of 63 over the previous year. 198,564 tons of cargo were landed and 267,913 tons were loaded, which was an increase of 50,039 tons and a decrease of 1,292 tons respectively.

The Lagos Harbour dredging programme was maintained throughout the year, mainly off the Apapa wharves and in the pool anchorages. It was not possible to dredge the berths, owing to constant occupation

by shipping. The spoil gained from this dredging was mainly used for reclamation. A small grab dredger was employed in dredging off Customs Wharf and Marina Buoys, particular advantage being taken of the short intervals when these berths were empty. A bucket dredger was employed continually in dredging the channel between Forcados and Burutu, which is used by ocean-going vessels.

#### *Transport*

Ferry services at Sapele, Onitsha to Asaba and Apapa to Lagos were maintained satisfactorily during the year. A fortnightly creek service was maintained between Lagos and Warri and through the Creeks to Degema, Nembe, Brass, Akassa and Opobo, and four services per month to Okrika and Bonny. In addition to these services provided by the Marine Department, Elder Dempster Lines operated a ferry between Oron and Calabar.

#### *Inland Waterways*

The clearing of inland waterways was undertaken as usual, but owing to the shortage of officers clearing in the Colony Area could not be attempted and part of the programme in the Port Harcourt Division had to be curtailed. Constant patrolling and inspection of the Main Lagos/Sapele launch route in the Sudd Region was carried out, and in spite of the shortage of suitable labour, the routes were kept clear, and no major obstructions were encountered throughout the year. At the end of 1952, under the auspices of the Netherlands Engineering Consultants, Professor P. Jansen visited Nigeria to investigate the problems of the Niger Delta with a view to development of the Delta ports and inland waterways.

#### *Ports Authority*

During the year the Government approved in principle the establishment of a Ports Authority which would provide unified control over activities at present carried on by the Railway and the Marine and Customs Department. Mr. C. A. Dove was accordingly appointed General Manager (Ports) with, amongst other duties, the task of planning the organisation of the Ports Authority with a view to its eventually controlling all the ports in Nigeria.

### RAILWAYS

The Nigerian Railway is at present a Government system but during the year the Government decided in principle to establish a Railway Corporation in accordance with its general policy in respect of public utilities.

There are over 2,200 miles of line, one of the main sections being the western line from Lagos, passing through Ibadan, Jebba (where it crosses the River Niger), Minna, Kaduna, Zaria and Kano to Nguru ; from Zaria there are two branch lines, one to Gusau and Kaura Namoda and the other (of narrow 2ft. 6in. gauge) to Jos. The other main section is the eastern line from Port Harcourt, through Enugu, Makurdi

their regular monthly banking transactions being handled by the Co-operative Bank. This resulted in a decrease in the number and amount of deposits during the year, as shown in the following tables.

<i>Savings Bank</i>	1953	1954	<i>Increase</i>
Deposits . . . . .	£1,751,524*	£1,733,263†	—1·04%
Interest Capitalised . . . . .	79,598	87,429	+9·8%
	<hr/> £1,831,122	<hr/> £1,820,692	<hr/> —·56%

\*Revised figure on estimate of £1,751,861 in 1953.

†Estimate.

Balance standing to credit of			
Depositors . . . . .	£4,074,250*	£4,441,425†	+9%

\*Revised figure on estimate of £4,074,810 in 1953.

†Estimate.

### *Work for Other Departments*

The Department continued to maintain a total of 53 fixed wireless stations, as well as many mobile stations for the Departments of Civil Aviation, Police, Railways, Marine, Marketing and Exports and Commerce and Industries.

For the police two additional fixed stations were installed at Aba and Sapele and the Posts and Telegraphs Department Workshops at Lagos built four mobile stations complete with power start to a new design which is much superior to the type of mobile station previously produced. Maintenance of approximately 200 railway telegraph sets and 450 electric train signal sets was carried out. Improvements were effected to the radio installations on four marine vessels. One telephone channel of the Lagos-Ibadan V.H.F. system was put at the disposal of the Nigerian Broadcasting Service for programme and control purposes. The use of this channel greatly facilitated the operation of the broadcasting service and reception in Ibadan.

In November the Department's radio distribution service in Ikoyi was closed down, thus terminating all the Department's interests in this in Lagos and district.

The Department's remaining 11 systems in the three Regions continued in service. Work on the new Maiduguri station was started in July when supervisory staff became available.

### *Training*

A new Principal was appointed to the Telecommunications Training Centre at Oshodi but, owing to the continued acute shortage of technical instructors and junior service technical staff, it was again necessary to restrict training to members of the sub-inspectorate and Wireless Operator grades. Training was also given to a number of Police Department wireless operators. Considerable progress was made with the new building development at Oshodi which includes extensions to the main buildings, erection of new office block, erection of a number of senior and junior service staff quarters, and the building of four new students' hostel blocks designed to accommodate 320 trainees.

### Staff

Shortages of staff in both the senior and junior service supervising and technical grades continued throughout the year. The recruitment of telegraph engineers proved increasingly difficult and came virtually to a stand-still. In the senior service there were 24 per cent of vacancies in the Engineering Branch and 32 per cent in the combined Postal, Accounts and Stores Branches. The corresponding figure for the junior service was 4 per cent in both branches. In an attempt to complete some of the long-delayed development projects and so release permanent staff for the maintenance of existing service, the recruitment of temporary installation staff was proceeded with, but with only limited success. The overall staff shortages were further aggravated by the fact that there were 44 officers of the Department undergoing instruction in the United Kingdom. Two officers returned from United Kingdom and resumed duty during the year.

### Development

A team of postal and engineering officers from the British Post Office arrived during the year to undertake a survey of the Department's activities, and to advise on re-organisation proposals.

The Engineering Adviser, Mr. Summers, completed his survey of the engineering side of the Department in the early part of the year. The arrival of the Postal Services Adviser, Major A. E. Aedy, in May coincided with the appointment and arrival of the new Director of Department, Mr. H. O. Ellis, from Nyasaland, and together they examined the difficulties of maintaining the public services of the Department throughout the country. A joint report was published later in the year, re-organisation proposals were framed and a White Paper covering the policy and re-organisation of the Department was submitted to the House of Representatives. It was hoped that the new scheme outlined in this would solve many of the Department's problems, particularly those of staff.

## Chapter 12 : Press, Broadcasting, Films and Government Information Services

### PRESS

As usual, the number of newspapers and periodicals printed in Nigeria during the year fluctuated, but the average number of publications for 1954 was 12 dailies, one twice-weekly, 12 weeklies, and 9 monthly and quarterly publications.

There were no restrictions on the publication of newspapers other than the normal restrictions implied by the laws of sedition and libel.

Statistics of press publications are given in the table overleaf. It should be noted that the only newspapers in Nigeria which issue certified net sale certificates are the *Daily Times* and the *Sunday Times*. In all other cases the circulation figures are estimated.

Takum-Bassaula-Kamine road—80 miles. A survey was completed and construction will begin shortly. This road will open up a hitherto inaccessible part of the Cameroons.

Bakebe-Fontem-International Boundary road—45 miles. A survey was completed ; this road will complete the Cameroons section of the international highway from the French Cameroons to Enugu.

Yola-Tongu-Bamenda road—250 miles. A preliminary reconnaissance was completed during the year.

In addition to the above, improvements were also being carried out to approximately 262 miles of roads in the Trust Territory between Victoria in the south and Bamenda in the north. These roads are considered essential for the economic development of the territory and will, when completed provide the main north to south all season road.

*Bituminous Surfacing of Roads.* The factor which decides whether a road shall be given a bituminous surface is that of cost. In practice it is found that when the traffic density reaches or approaches 100 vehicles per day (about 350 tons) a bituminous surface is warranted, as maintenance costs tend to rise rapidly. One-hundred and seventy miles of Trunk Road "A" were provided with this type of waterproof surfacing in 1951-52 and a further 180 miles in 1952-53.

In addition to the work described above, construction of Trunk Roads "B," that is, roads connecting Provincial or Divisional headquarters and other large towns or important areas of trade, was continued in each of the three Regions in collaboration with the Native Administration Works organisations.

*Road Maintenance.* Annual expenditure on road maintenance is increasing rapidly on account of the additional mileage constructed each year and also on account of the increased costs of materials and labour. In 1949-50 the cost of road maintenance was £793,000, in 1950-51 £895,000 and in 1951-52 £1,036,500.

*Vehicles.* At the end of 1952 there were 8,800 commercial and 10,400 private vehicle licences in current use compared with 7,700 and 8,700 at the end of 1951.

## AIR

### *International Services*

During 1952, in addition to the almost daily services operated by British Overseas Airways Corporation between London and West Africa by Hermes aircraft, direct international air services have been maintained between Nigeria, Italy, France, Belgium and Holland, while to the south these services provide contact with the Belgian Congo and Central and South Africa. The two airports for international travel are Kano and Ikeja (Lagos).

### *Internal Services*

The West African Airways Corporation operates extensive services within Nigeria. De Havilland Doves continued to be used for these services but the Marathon four engined aircraft was introduced for

certain services during the year. Bristol Wayfarers were used for the services to Accra and Khartoum ; the cheap services operated by these aircraft have proved very popular.

### *Airports*

Two major airports and 15 other aerodromes were in use during the year, together with seven others used occasionally by non-scheduled or private aircraft. Among new works carried out were the extension to the concourse and the enlargement of workshops at Ikeja (Lagos) ; the near completion of the new runway (8,600 ft. long) extensions to the existing terminal buildings and the completion of the design for the new terminal buildings at Kano ; preparation for the reconstruction of a runway 6,000 ft. long at Port Harcourt ; and improvements to the runway at Sokoto. The following table shows the number of aircraft arriving from countries outside Nigeria during the year and the cargo carried by them :

	<i>Aircraft Arrivals</i>				<i>Inward Cargo tons</i>				<i>Outward Cargo tons</i>			
	<i>Lagos</i>	<i>Kano</i>	<i>Other Airports</i>	<i>Total</i>	<i>Lagos</i>	<i>Kano</i>	<i>Other Airports</i>	<i>Total</i>	<i>Lagos</i>	<i>Kano</i>	<i>Other Airports</i>	<i>Total</i>
1950	744	1,561	2	2,307	163	51	—	217	126	33	—	159
1951	810	1,843	228	2,881	188	163	1	352	146	139	2	287
1952	963	1,838	71	2,872	278	151	18	447	128	143	53	324

The lengths of the runways of the customs aerodromes are Kano 6,600 ft.; Lagos 6,000 ft.; and Maiduguri 6,000 ft.

### *Department of Civil Aviation*

The Department, formed in 1950, continued to undertake the re-organisation of the air traffic control system to provide greater safety and to prepare the way for jet aircraft, which are expected to operate between Europe and South Africa. Technical standards and procedures laid down by the International Civil Aviation Organisation are in force in Nigeria.

### *Training of Pilots*

During the year the Government examined ways and means of training Nigerians as civil aviation pilots ; it is hoped that suitable candidates will begin their training in 1953.

## POSTS

### *General*

The year 1952 was one of further expansion to meet ever-increasing demands. There was a noticeable improvement in the supply of equipment and stores and the limiting factors to the progress of the



Department's development programme are now the executive capacity to undertake works, and the delay in completing the special buildings to accommodate the new equipment.

### *Staff*

Until the latter part of the year staff shortage in both the Junior and Senior Services of the Department of Posts and Telegraphs was acute. There is considerable competition in the United Kingdom and the colonial territories for the services of telecommunications engineers and technicians ; and despite the improved scales of salaries introduced in 1952, there were 26 vacancies in the Senior Service engineering grades at the end of the year. The raising of the educational qualification for entry to the standard grades of the Junior Service had a most adverse effect on recruitment of staff for the Department. At one period the number of trainees in the departmental training schools did not reach double figures, and this decline, coupled with heavy staff wastage due to retirements and other causes, caused much concern and difficulty in supplying replacements at post offices. The expedient of a temporary lowering of the entrance qualification has eased the position and 127 probationary postal clerks and telegraphists are now in training. Fourteen Junior Service officers are at present undergoing training in engineering, postal and accounting subjects with the British Post Office. Within the next few years a number of Nigerian officers will have completed their engineering degree courses in the United Kingdom, and it is hoped that this will go far towards solving the problem of the shortage of senior engineering staff.

### *Postal Services*

Postal business continued to expand. It is estimated that 77 million postal articles were handled in the external and internal mail services. The increase over 1951 is approximately 12 million articles. The number of parcels received from the United Kingdom decreased from 231,964 in 1951 to 229,143 in 1952, representing a fall of 1 per cent. Direct vouching of parcel mails between Liverpool and Onitsha was re-introduced and relieved congestion at Port Harcourt parcels office.

Seventy-four new postal agencies were opened in 1952 and proposals to open a further 78 have been approved. Requests for agency facilities at 102 small towns and villages are under investigation. It is not always possible to open all postal agencies in the year they are approved, owing to shortage of equipment or because of lack of prospective agents with suitable premises.

The departmental motor mail service in the Cameroons did not operate successfully, owing to the frequency with which vehicles became unserviceable because of bad road conditions. Little improvement can be expected until the new vehicles on order have been brought into use. Twenty pillar boxes and 546 private letter boxes were installed during the year. The private box service is very popular and the demand increases each year.

A number of new external air mail despatches were introduced.

of static and the interference from other stations, some of them in Europe, that shared the same wavelength. A V.H.F. transmitter was brought into service between Broadcasting House, Lagos, and the Sogunle transmitting station as a standby link in the event of the failure of Post Office lines.

A reversible V.H.F. link between Lagos and Ibadan was hired from the Post Office, and proved invaluable in feeding programmes in either direction.

Broadcasting House, Lagos, was completed and became fully operational in April. Expansion of staff and programmes, however, were more rapid than was expected in 1951 when the building was planned and an extension became urgently necessary, mainly in office space for the programme staff. New offices for the news section were completed in Banks Building in Victoria Street, complete with a small air-conditioned studio for the news-readers.

All Radio Distribution Service stations were re-equipped with new consoles and high-output amplifiers supplied to N.B.S. design. Quality of audio output became very high and the power was sufficient to enable the number of subscribers connected with posts and telegraphs at each station to be doubled. The re-equipped stations were: Ijebu Ode, Abeokuta, Port Harcourt, Calabar, Jos, Kano, Katsina and Sokoto.

Work was begun on re-equipping the Zaria and Onitsha Radio Distribution Service stations and a new studio building was opened in Kano. Plans were drawn up for Radio Distribution Service stations in Aba and Ilorin and work was almost completed on the Maiduguri station.

Application was made for a site for a Broadcasting House and transmitting station at Victoria, Southern Cameroons.

Standby diesel generator equipment was provided at all regional studio and transmitting centres and at national headquarters.

Elementary training courses were held for Junior Technical Staff of the N.B.S. at Yaba Technical Institute. A senior course was contemplated, but could not be held as it proved impossible to recruit an instructor, even after advertising in the U.K. for a full year.

Intensive recruitment made it possible to post expatriate engineers to most Radio Distribution Service stations, resulting in a much higher standard of maintenance of plant.

The engineering section of the N.B.S. drew up a specification with Messrs. Phillips of Holland for a robust cheap receiver covering the 31 to 90 metre bands. Two prototypes gave excellent service, and an order for 2,000 was placed. The N.B.S. hoped to retail them, complete with battery, at £5. 5s. each.

A design was also completed for an unattended automatic village Radio Distribution Service set feeding 200 subscribers.

A regular engineering bulletin was started for the information of staff and interested parties in the U.K.

### *Regional Premises*

Work was completed on the regional headquarters at Ibadan and Enugu, which were fully operational. The East regional transmitter site

on the top of Milliken Hill, Enugu, proved to be first-class.

Owing to building delays, work on the North regional studio headquarters in Kaduna was not completed. The transmitter station on the Zaria road, however, became fully operational early in 1954.

As stated above, all the Radio Distribution Service stations except Zaria and Onitsha were completely re-equipped; they were also re-decorated.

### *Programmes*

Until the middle or end of the year all programmes still had to be produced in temporary quarters. As a result the programme hours remain the same as in 1953, except for the Northern Region where there was a slight increase. The remainder of the year was spent in accustoming staff to use the new apparatus and better facilities in their new premises.

The National Programme in Lagos ran from 6 a.m. until 9 a.m. and from 10.30 a.m. until 11 p.m. The three regions (West, East and North) supplemented this by separate transmissions, usually in vernaculars, at peak hours in the morning, afternoon and evening.

Regional news bulletins, in English and one or more vernaculars, were begun in the East and the West with marked success. There were two of these every day except Sundays.

In the National Programme there were three news bulletins in English per day and two in the main vernaculars. In addition, a review of the week's news was given twice every Sunday. On four nights each week topical talks were included as part of the news, giving in simple language the background to something mentioned during the news bulletin proper.

Talks programmes reached a high level in the National Programme, with series on current affairs, Nigerian affairs, medical matters, commerce and industry, jobs and vocations, sport, original short stories for radio, and a Brains Trust. There were also public debates organised jointly by the N.B.S. and the British Council.

The death occurred in August of Dr. W. H. Carson, the first religious broadcasting assistant, to whose pioneer work the N.B.S. owed much. He had been succeeded a few months before his death by a Nigerian minister. The output of this section was:

Sundays:	One vernacular studio service	} 30 minutes
	One English studio service	
Weekdays:	One morning service	} 10 minutes.
	One evening service	

Two regular religious talks series per week. Music for the Sunday evening services was contributed by the N.B.S. Singers, an octet of voluntary singers, both Nigerian and English.

The output of Moslem broadcasts consisted of a daily reading of the Koran and two sermons a week. A special programme was produced for the Prophet's birthday and other important dates in the Moslem year were to be similarly treated.

A special part was played by the News section during the federal elections and for several days the election results were given up to 1 o'clock in the morning. This meant long and tiring hours for the news staff and correspondents all over Nigeria. A series of training lectures on journalism was given by the News Editor to his staff, which proved of great value. The News Editor also conducted a course for Nigerian journalists at University College, Ibadan.

New ground was broken by the introduction of party political broadcasting during campaign time before the federal elections. Those who spoke were Mr. Alvan Ikoku (N.I.P.): Dr. Azikiwe (N.C.N.C.); Chief Awolowo (A.G.); Mallam Aminu Kano (N.E.P.U.); and the Sardauna of Sokoto (N.P.C.).

Proceedings in all Houses of Assembly and in the House of Representatives were covered in nightly reports.

Regional broadcasting showed undiminished vigour. The Northern Region introduced new programmes in Idoma, Igbirra, Tiv, Nupe and Kanuri, consisting of tribal music and a summary of the week's news drawn from the N.B.S. bulletins. Programmes were produced in conjunction with the Adult Education Unit at Zaria, notably a Hausa version of "English by Radio." The Northern Regional programme had the distinction of producing the only humorous programme, the "Radio Clown." A notable outside broadcast was that of the installation of the Emir of Kano. Daily news bulletins were given in English and Hausa as the principal languages, and in Fulani, Kanuri, Yoruba and Ibo as translation-languages.

The Eastern Region carried out broadcasting programmes in vernaculars, but, unlike the other two, it had a number of programmes of European music, both light and classical, for which there was an apparent demand. Outstanding programmes were those features on "The Search for Oil," "The Itu Leper Colony," and "The Enugu Coal Mine." A complete broadcast was made of Pontifical High Mass from the Stadium, Onitsha, during the Marian Year celebrations. The daily East Regional News was broadcast twice daily in English, Ibo and Efik.

The Western Region did most of its broadcasting in Yoruba, although some talks and a Brains Trust were broadcast in English as well. Local music was well represented with music from Hausa, Ibo, Efik, Edo, Itsekiri, Urhobo, Igbirra and Igala and Yoruba groups.

### *Future Development*

A motion was approved in the House of Representatives in March urging the Government to consider converting the N.B.S. into a statutory Corporation. A Government White Paper was approved in the August session of the House of Representatives authorising planning for the Corporation to begin, and laying down a general directive. Certain supplementary sums of money were voted to enable necessary technical expansion to continue, notably the provision of full regional

facilities for the Ibadan station, which had formerly been linked administratively with Lagos. By Christmas a draft plan for the Corporation had been sent to the Regional Executive Councils for their comments before being submitted to the Council of Ministers. The plan followed that of the B.B.C. with a large measure of regional autonomy.

### *Licence-Holders*

During the financial year 1954-55 the statistics were as follows:

#### *Wireless Receiving Licences*

Annual amount payable	.	.	.	10s.
Number issued	.	.	.	4,562
Estimated number of listeners per receiver				6

#### *Wired Broadcasting Subscription*

Amount payable monthly	.	.	.	6s.
Number of subscribers	.	.	.	53,978 (issued at 31st December, 1954)
Estimated number of listeners per receiver				6

### *Other Activities*

The *Radio Times* continued to be produced monthly, and settled down to a steady circulation of 6,000 a month. Unfortunately, no suitable candidates could be found for the posts of editor and publications assistant, without whom the paper could not make very much headway.

The N.B.S. continued to install, operate and maintain the tape recording apparatus used for Hansard purposes in the House of Representatives and all the Houses of Assembly, except the Northern.

### FILMS

There were 40 commercial cinemas in Nigeria, 10 of which were in the Eastern Region, 10 in the Northern Region and the remainder in the Western Region and Lagos. In addition the Federal Information Service operated two mobile cinema units, the Eastern Regional Government five units, the Northern Regional Government five units and the Western Regional Government two units.

There was no commercial production of films in Nigeria; the distribution of entertainment films for showing in the commercial cinemas was controlled by the West African Pictures Corporation in Lagos.

The Film Production Unit of the Federal Information Service completed six more films and five more Cinema Magazines during 1954.

The most notable success of the year was the film *Nigeria's University College* which was widely acclaimed both in the United Kingdom and in Nigeria; it has since been shown in many parts of the world. Requests for copies of the film were received from a large number of overseas territories. Another film which received wide showing was that covering the conference on the revision of the constitution, which sat

in Lagos in the early part of the year. Extracts from this film were shown in the United Kingdom and elsewhere. Other productions were: *New Industry for Nigeria*, dealing with the opening and operation of the new margarine factory at Apapa; and *Invitation to Wealth*, aimed at explaining to the people the benefits of a census, and particularly successful in the Eastern Region. A film was also made on the presentation of colours to the Nigerian Regiment.

Items from the various cinemagazines which were used by newsreel companies and television in the United Kingdom were the visit of the International Bank Mission, Baby Boko and the Okrika Siamese Twins.

At the end of the year five more films and two more cinemagazines were nearing completion, as well as a 16 mm. Kodachrome film on the Marian Congress, Lagos.

In the Northern Region the production of films designed especially for the people of the Region was started by the Regional Information Services. Working in 16 mm., this Film Unit embarked on the filming of important events for inclusion in newsreels, while equipment was ordered to enable the Unit to produce instructional and entertainment films in the vernaculars.

All the completed films were shown in commercial cinemas in Nigeria, to which they were supplied free, as well as through Information Service mobile cinema vans. Most of these vans were the new type of vehicle built to specifications supplied by the Federal Information Service Cinema Officer. During the year several Native Administrations in the Northern Region took delivery of their own mobile cinemas.

In the Eastern Region there were, in addition to the Information Service units, three mobile cinemas operated by the British Council, one operated by the Production Development Board and one by a commercial oil prospecting company.

It was estimated that the mobile cinema vans were reaching audiences of over 3·5 million people a year.

#### INFORMATION SERVICES

As a result of the acceptance by the House of Representatives of the White Paper on the re-organisation of the Department, it became known as from the 1st April as the Nigerian Information Service. With the introduction of the revised constitution on the 1st October the name was again changed to Federal Information Service. Efforts to re-orient the activities of the Department to conform to the terms of the White Paper, in which special emphasis was laid on the production of pamphlets, on greater overseas publicity and on the expansion of the film production schedule, met with a certain measure of success. Unfortunately efforts were considerably hampered by the inability of the Department to recruit the additional expatriate staff for which provision had been made in the estimates.

#### *Activities of the Department*

Reports from a press-cutting agency showed that Nigeria was getting an increasingly larger amount of space in the overseas press and es-

pecially in the illustrated magazines. The " Crownbird " series of pamphlets had extended to 39 titles by the end of the year, with several others in the hands of the printers. These pamphlets continued to be very popular and distribution overseas increased, especially to libraries in the United Kingdom and the United States of America.

The process engraving section continued to work to full capacity in the production of monochrome blocks, and the art sub-section produced a great deal of material for adult education and public health schemes. This section moved into more spacious quarters during the year and this enabled the department to provide for expansion, including the production of four-colour blocks and silk screen productions, in the near future.

The number of subscribers to the travelling library (or book box) scheme remained steady. The scheme had to be operated on a more or less standstill basis during the year, pending a decision as to whether or not it should remain a Federal Government responsibility. This largely accounted for the fact that there was no spectacular increase.

The marketing publicity section of the Federal Information Service, responsible for publicising the work of the Nigeria Produce Marketing Boards, published a number of new booklets, illustrated in colour, to further the campaigns for improving the quantity and quality of crops purchased for export. They included an illustrated guide for farmers in the Cameroons on the construction of drying platforms for cocoa. Cameroons authorities also asked for reprints of cocoa booklets published for Western farmers and the text of these were translated into local vernaculars for publication. New booklets put in hand illustrated palm oil and cotton cultivation. Other publications planned included a fully illustrated semi-technical book on the work of the West African Institute for Oil Palm Research Institute in the Gold Coast. The second edition of the *Nigerian Farmers Diary* was in widespread demand and the section carried out a complete revision of the text for the 1955 edition.

A notable feature of the year was the increase in the number of enquiries from overseas sources concerning export crops, in particular for information affecting cocoa and palm products. This was matched by growing interest in the local press in similar information and the increased number of press releases issued were widely used.

The Film Unit attached to the section was hampered in its operations by unsuitable weather but by the end of the year had almost completed shooting a new film in colour with direct sound for the Agricultural Department, Western Region. A short film covering agricultural activity in Nigeria and the Gold Coast was completed.

The photographic section of the Federal Information Service again produced a very large number of prints for use in Nigeria and overseas, and towards the end of the year was achieving considerable success in the use of colour transparencies. As the year ended the section was able to move into new premises with air-conditioned darkrooms where the processing of colour material can be undertaken. Due to the delay in the arrival of equipment for the production of film strips only one strip

was produced; it was hoped that the new equipment would be in full use during the coming year.

During the year a Nigerian cameraman completed his training in the United Kingdom, and was appointed to a senior staff post in the Film Production Unit. Unfortunately at the close of the year a Nigerian who was in a senior staff post as Investigator-Editor in the Film Production Unit lost his life in a road accident. A Nigerian Information Officer completed a course of training at the Colonial Office, and an Assistant Publicity Officer who had been awarded a Government scholarship returned after three years at Cambridge University, having been successful in his B.A. (Cantab.), and B.Sc.(London).

The work of the film production unit is described on p.188.

### *Regional Information Services*

The Department of Public Relations had been almost entirely regionalised under the 1951 constitution but under the new constitutional arrangement of 1st October, 1954, the process was completed and regional departments changed their name to Regional Information Services.

*Northern Region.* The year was one of steady expansion in the size and the usefulness of the Information Service. Headed by five senior officers, two of them from the Region itself and promoted from the junior staff of the Department, the Information Services undertook the production of press releases, feature articles, booklets and pamphlets, photographs, illustrations, maps, films and recordings. Thousands of posters and pamphlets were distributed to individual addresses throughout the Region and films, both in colour and black-and-white, were made.

During 1954 over 1,900 press releases and feature articles on all manner of subjects connected with development and life in the North were produced by the press section as against 1,300 in the previous year. A monthly average of over 5,000 individual packages were made up and addressed to institutions and individuals in all parts of the Region. Towards the end of the year the Department produced *An Outline of Progress*, illustrated with diagrams and photographs, showing the development within the Region since 1946 and what was proposed up to 1960.

Before the start of the Federal elections almost a quarter of a million copies of three pamphlets, in English and Hausa, were produced, printed and circulated in a matter of three weeks. These explained in simple language how the elections were to be held and the situation leading up to them. Twenty-five thousand posters on similar lines were also drawn up and distributed.

At the latter end of the year, after the introduction of the new constitution, steps were taken to increase the publicity of Regional affairs overseas.

The work of the Regional Film Unit is outlined on p.189.



*Eastern Region.* The organisation of the Information Services in Eastern Nigeria continued on broadly the same lines as in the other regions—i.e. press, mobile cinema, general publicity and photographic sections—with the notable exception that in the East the press section continued with the very successful publication on commercial lines of a weekly newspaper, the *Eastern Outlook*. In October, provision was made for the establishment of a regional film production unit but this was not in operation by the close of the year.

The department became a completely separate government department from October; its name had been changed from Public Relations Department to Eastern Nigeria Information Service earlier in the year and this was not again altered. A shortage of experienced staff during the entire year, through inability to fill senior vacancies, was only partially overcome by very long hours, including all-night work on a number of occasions, by even junior staff.

During the year the press section issued over 1,200 press releases of two kinds. The first, for issue to the local press only, covered a wide range of subjects in some detail. The second type were briefer, specially written for the overseas press, and concerned only with major political, economic and social development. Photographs, where appropriate, were supplied with both types of release and altogether the photographic section produced over 7,000 prints. Many of these were used locally and not a few by leading journals and newspapers in both Europe and the U.S.A.

As reported on p.189, the department maintained five mobile cinemas in 1954. On the average each of these units operated in the rural areas for twenty days in each month and their efficiency was greatly enhanced by the recruitment of an expatriate cinema technician in the second half of the year.

*Western Region.* The name of Regional Public Relations Department was changed in December, 1954, to Western Nigeria Information Service.

The principal aims of the Department were: to keep the people of the Region well informed of the activities of the Government; to publicise the Region to the outside world.

To achieve the first objective, the Department during the year used the following media: press, radio, mobile vans with loudspeaker equipment, and publications.

To help publicise the Region abroad a weekly news-letter, press releases and photographs were sent to the London Office of the Commissioner for the Western Region.

The most spectacular assignment in 1954 was the campaign undertaken to publicise the scheme for universal free primary education and for the registration of children for the scheme.

With the exception of the commercial artist, all the senior service of the Information Service were Nigerians.

## Chapter 13: Local Forces

### *History of the Nigeria Regiment*

The first force of forty soldiers was formed in Lagos in 1863 and was known as the Lagos Constabulary ; in the same year two other Constabularies, those of the Niger and the Niger Coast, were formed as the result of a despatch sent by John Glover, the Administrator of the Government of Lagos, to the Colonial Secretary. These three Constabularies were later amalgamated to form the Nigeria Regiment. The first step in this amalgamation occurred in 1873 when Glover, who as a Naval Officer had fought in Burma, led a detachment of soldiers drawn from the three Constabularies and went to the Gold Coast to take part in the Ashanti War where their performance and achievements gave ample testimony to their prowess as soldiers. Before this the Constabularies had played a part in maintaining order in Nigeria, but with the arrival of Lord Lugard in 1899 plans were made to put the Constabularies on a proper regimental basis. Actually the plan to raise a regular force of African troops financed from British funds had been formulated in 1897, but it was not until two years later, after Lugard's arrival, that the Nigeria Regiment came into being as a part of the West African Frontier Force. Initially, in 1899, there were only two Battalions, the Northern Nigeria Regiment and the Southern Nigeria Regiment ; a Mounted Infantry Unit was added to it in 1903. During those early years the two Regiments found themselves extremely active, for they were given the task of quelling the internal strife which was a feature of Nigeria fifty years ago.

When the Nigeria Regiment was originally organised, it was formed to preserve internal security and there was no suggestion that it should go abroad, but by 1914 it had five Battalions and was a more formidable force. Almost immediately after the declaration of war it joined an Expeditionary Force which went to the Cameroons. After the defeat of the Germans in 1916 volunteers from the Regiment were sent to fight the German Forces under the command of General Von Lettow-Vorbeck in East Africa. During these campaigns 48 Nigerians won the D.C.M. (with 4 bars) and 30 the Military Medal.

After the first World War the Regiment settled down to its task of maintaining internal security. In 1928 His Majesty the King became Colonel in Chief of the Royal West African Frontier Force.

When the second World War began in 1939, the Nigeria Regiment, as part of the Royal West African Frontier Force, was trained in local defence and expanded from five Battalions to 13 Battalions.

The Regiment provided a Brigade to fight in East Africa where it took part with East African troops in the advance from Mogadishu in Italian Somaliland to Harar in Abyssinia. This Brigade, when it came back to Nigeria, provided the seasoned troops which leavened the new intakes which were then being called up. After the fall of France the Regiment had the task of protecting Nigeria from possible incursions from surrounding French Territory. In March, 1943, the 81st West African Division was formed, to which the Regiment contributed four Battalions and Service Units. Towards the end of 1943

When the second World War began in 1939, the Nigeria Regiment, as part of the Royal West African Frontier Force, was trained in local defence and expanded from five Battalions to 13.

The Regiment provided a Brigade to fight in East Africa where it took part with East African troops in the advance from Mogadishu in Italian Somaliland to Harar in Abyssinia. After the fall of France the Regiment had the task of protecting Nigeria from possible incursions from surrounding French Territory. In March, 1943, the 81st West African Division was formed, to which the Regiment contributed four Battalions and Service Units. Towards the end of 1943 the 82nd West African Division was formed, to which the Regiment contributed six Battalions and Service Units.

After the 81st West African Division arrived in Burma, the 3rd Nigerian Brigade joined General Wingate's Chindit Force and fought in Central Burma. The rest of the Division fought in the Arakan and constructed the remarkable "West African Way" into the Kaladan valley where it saw much service. In September, 1944, the 82nd Division went to Burma and first saw action in December in the Arakan. The two Divisions eventually met at Myohaung on 24th January, 1945. This is celebrated by the Royal West African Frontier Force as a Remembrance Day. When the Burma campaign was over, the men returned to Nigeria and formed the basis of present Force. Of officers and men of both Divisions 19 won the D.S.O., 51 the M.C., 17 the D.C.M., and 100 the M.M.

Between 1945 and 1948 the Force was re-organised. In 1954 the Nigeria Regiment consisted of five Infantry Battalions, one Battery of Field Artillery and the Regimental Training Centre. In addition there was an Independent Field Squadron of West African Engineers, and the Nigeria Signals Squadron. They were supported by a Works Services Organisation, a Company of the West African Army Service Corps, two Military Hospitals, a Command Ordnance Dépôt and Sub-Dépôt, two Command Workshops, four Provost Sections, Education and P.T. Pools, a District Pay Office and a Records Office. All these units formed part of the Royal West African Frontier Force, administered by West African Command at Accra. The Headquarters of the Nigeria Command was at Lagos and there was a Sub-District Headquarters at Kaduna. The military stations were Lagos, Ibadan and Abeokuta in the Western Region, Enugu in the Eastern Region, and Kaduna and Zaria in the Northern Region.

Recruits were obtained from all Regions, reporting first to District Officers. They were sent to enlistment centres for careful scrutiny and documentation and received their basic training at the Nigeria Regiment Training Centre, Zaria. They then did continuation training with the Service Battalion or Corps for which they were best suited.

The British Officer Cadre was formed from Regular Short Service and National Service Officers posted for service from the British Army. The normal tour was three years, three months in West Africa, with three months' leave in the United Kingdom after 18 months. Every

effort was being made to provide an increasing number of Nigerian officers. They received their training at the Royal Military Academy, Sandhurst, Officer Cadet Schools in the United Kingdom, or the Officers Training School in the Gold Coast.

The training of the Force was the responsibility of the General Officer Commanding Nigeria District and his Unit Commanders, under the orders of the G.O.C. in C. West Africa. Courses in military subjects were available at schools in the United Kingdom and at the Command Training School, Teshie, Gold Coast, for officers and non-commissioned officers. Physical training and weapon training courses were also run within the District.

## Chapter 14 : General

### ANTIQUITIES

DURING 1954 the permanent museum for Nigerian antiquities was under construction in Lagos. Work on the Ife Museum was completed and it was opened to the public.

An important archaeological discovery was the finding at Birnin Kudu in south-east Kano Province of rock paintings, probably dating from the late stone age, depicting humpless long-horn cattle. These were the first rock paintings to be found in Nigeria.

Further terra-cottas belonging to the so-called Nok culture were found. These included a head 14" high, discovered at Nok itself, in south-east Zaria Province, which was the largest and finest yet found. At the Middle School at Katsina Ala in Benue Province an important series of figurines were unearthed during building operations, close to the site of a smaller find made in 1951. Two new sites with terra cottas were discovered at a mine near Jemaa and a barrow pit on the Jos to Wamba road.

### ARTS

*The Northern Region Festival of Arts* was opened by Lady Sharwood-Smith on 4th February, 1954, in Kaduna, at a ceremony which was attended by distinguished men and women from all parts of the Region. The exhibition, which was held for a week, contained numerous examples of art and craft work assembled from all over the Region and skilfully mounted in the Community Centre. There were some excellent textiles and many fine examples of embroidery. The metalwork and carving sections displayed these traditional craft at their best and the fibrework exhibits made a very good showing. There was a great deal of good leatherwork and a section was devoted to jewellery, musical instruments, toys and models. An encouraging example of clever engineering was the Trade Centre quarter-sized model of a railway engine's wheels which rotated when a penny was placed in a slot. The art section produced a larger number of paintings and photographs which were greatly admired. In the music and drama parts of the Festival there were recitations, mimed plays, songs, displays of dancing and broad-

cast talks, in all of which a number of talented artists competed. Prizes were awarded for poems, short stories and plays in the literature section, where a high standard was set.

*The Eastern Region Festival of Arts* was held in Enugu between the 8th and 13th March, 1954, and showed a considerable increase in the number of entries over the previous year: 357 were received, largely in the art, craft and music sections. Several silver cups were donated for presentation but, in order to maintain a really high standard in the competitions, only four were awarded. A well-attended concert, in which both African and European soloists and the Enugu Police Choir took part, was held during the week and the Festival concluded with two dancing competitions followed by the presentation of awards.

#### THE BRITISH COUNCIL

##### *Western Region*

By the end of the year there was a membership of 1,274 at the British Council House, Ibadan, the highest membership of any British Council Centre in West Africa. Approximately three quarters of the members were African and the remainder were British people living and working in Ibadan.

The library continued to be one of the most popular facilities provided by the British Council in the Western Region. Over 550 new books were added during the year, bringing the total up to over 1,500 volumes, and the reading room contained over 60 British newspapers and journals of all descriptions.

Both at the Ibadan Centre and among the British Council Groups, regular programmes of monthly activities were arranged, consisting mainly of lectures, filmshows, debates and discussions. Among the exhibitions arranged at the British Council House, Ibadan, were the Arts, Crafts and Photography Exhibition of the Western Regional Festival of the Arts in April, and an exhibition of Crafts and Produce organised by the Co-operative Union of Western Nigeria in November.

Lectures and film shows were given by the British Council to many schools, training colleges and other institutions throughout the Region.

During July, a programme of illustrated talks and lectures was arranged, designed to provide an introduction to life in Britain for Nigerians going to study in the United Kingdom. This was becoming an increasingly important aspect of the Council's work.

##### *Eastern Region*

The British Council maintained a Regional Office and Centre in Enugu, with groups in Aba, Calabar, Onitsha and Port Harcourt. The groups had no paid staff, but their activities included film shows, lectures, debates, study groups etc. The British Council annual conference was held in Enugu in March and was opened by Dr. the Hon. Nnamdi Azikiwe. Apart from the normal activities an innovation was a successful exhibition of the carvings of Mr. Felix Idubor, a Benin sculptor; it was believed that this was the first of its kind in the Region.

officers. Physical training and weapon training courses are also run within the District.

Much attention has been given to improvement in conditions of service and in accommodation. During the year the Government had under examination the whole question of the constitution and financing of the Regiment.

## Chapter 14: General

### *Art*

The Nigerian Festival of the Arts, the purpose of which is to hold an annual display to enable Nigerian artists, musicians, dancers and craftsmen to show their work to the public, was inaugurated in 1950 ; the success of the first festival was such that the Nigerian Arts Festival Board, an independent body of voluntary workers, was constituted. In 1950 the festival in Lagos attracted 548 competitors ; in 1951 the number increased to 843 with a larger entry from the Regions, which encouraged the holding of the first regional festivals in 1952.

### *Archeology*

For some time past there has been a growing interest in Nigerian antiquities, particularly in the world outside Nigeria. It has therefore been felt desirable that such antiquities should be preserved for the benefit of the public and their loss or destruction prevented. The Government accordingly propose to introduce legislation for this purpose.

### *Sport*

In 1952, for the first time, Nigeria sent a team of athletes to take part in the Olympic Games at Helsinki ; members of the team also took part in contests in Copenhagen and in London (where a Nigerian won the long jump in the match between the British Empire and the U.S.A., beating the Olympic champion). Although the team won no medals at Helsinki a great deal of valuable experience was gained. In the fifth inter-colonial meeting Nigeria was defeated by the Gold Coast. The Women's Amateur Athletic Association held its second meeting, at which nine new Nigerian records were established.

Cricket continued to flourish in most of the larger stations, although distances preclude many inter-station matches ; in the inter-colonial matches with the Gold Coast the European team drew theirs while the Nigerian team won comfortably.

There is no doubt that football is now established as the national game, interest being stimulated annually by the Governor's Cup Competition. The King George V Stadium in Lagos was reconstructed during the year to increase its capacity to over 15,000 with improved seating and standing accommodation.

Boxing continued to flourish and interest will undoubtedly be further stimulated by the presentation of a trophy by Sir Eugen Millington-Drake for competition between Nigeria and the Gold Coast.

<i>Eastern Region</i>		<i>Western Region (cont.)</i>	
Onitsha . . .	60,000	Ifé . . .	111,000
Port Harcourt . . .	45,000	Ilesha . . .	72,000
Enugu . . .	40,000	Lagos . . .	272,000
Aba . . .	63,000	Abeokuta . . .	82,000
Calabar . . .	46,000	Benin City . . .	54,000

## CLIMATE

The climate of Nigeria is affected by two main wind currents; one from the north-east or east, and one from the south-west. The line of demarcation between the north-easterly and south-westerly wind currents on the surface lies mainly east-west, generally across the extreme south of Nigeria in January and February, moving well to the north of Nigeria in July and August, although it is subject to considerable short-period fluctuations. The north-easterly wind current or harmattan is very dry, and normally gives cloudless weather with low humidity, cold nights and mornings and very often dust haze. The south-westerly current is very moist, and when it prevails in sufficient depth it gives cloudy weather, frequently with afternoon and evening thunderstorms or line squalls and periods of monsoon rain near the coast and periods of mist in the early mornings.

Nigeria may be very roughly divided into five main climatic regions, as follows.

The Coastal Belt extending some 50 miles inland from the coast, is hot and humid with a high rainfall. Temperatures range between 70° and 75°F in the early morning throughout the year, and mainly between 80° and 90°F in the afternoon, with a marked cool season from June to September. Relative humidity is normally 100 per cent in the early morning, falling to between 60 per cent and 80 per cent in the afternoon. There are usually south-westerly winds from mid-morning to evening, light in January but becoming stronger in July and August, and light northerly winds in the night and early morning. Rainfall varies from 60 inches a year in the west to 130 inches in the east; in the west there is a principal wet season from May to July, with a secondary wet season in October, but towards the east these seasons gradually merge into a single wet season from May to October. Visibility is normally good, but there are periods of early morning fog or ground mist, especially in January and February. At some periods during January and February the dry north-easterly wind current reaches this region, giving less humid conditions, cooler mornings and general haziness.

The Hinterland comprises the remainder of the Eastern and Western Regions and there the climate is drier, with more seasonal variations and a more moderate rainfall. Temperatures average about 70°F in the early morning while afternoon temperatures vary from 90°—95°F in February to April to 80°—85°F in July and August. Relative humidity is mainly between 90 per cent and 100 per cent in the early morning, falling in the afternoon to about 50 per cent in January and February, and to 75 per cent in July and August. Surface winds are mainly south-westerly, strongest in July and August, but from December to Feb-

*Western Region*

Ibadan . . .	460,000
Iwo . . .	100,000
Ogbomosho . . .	139,000
Ede . . .	45,000
Oshogbo . . .	123,000
Oyo . . .	72,000
Iseyin . . .	50,000
Ife . . .	111,000
Ilesha . . .	72,000
Lagos . . .	272,000
Abeokuta . . .	82,000
Benin City . . .	54,000

*Eastern Region*

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70 per cent in August. Surface winds are mainly south-westerly from April to October, strongest in July, and north-easterly from November to March, strongest in January. Rainfall varies from 50 inches a year in the south to 25 inches in the north, falling in a season which lasts from May to October in the south, and from June to September in the north. Visibility is poor, especially in the north, in periods from December to March or April, owing to dust haze.

The Plateau, an area near the middle of the Northern Provinces which lies above 2,500 feet, shows significant variations of climate, being generally cooler and less humid, with a rather higher rainfall. Morning temperatures at Jos, in the middle of the area, are 57°F in December and January rising to 66°F in April and May, while afternoon temperatures vary from 88°F in April to 75°F in August. Early morning humidity is 35 per cent in January rising to 95 per cent from July to September, falling in the afternoons to 15 per cent in January and 75 per cent in August. There is normally about 60 inches of rain during the year.

#### METEOROLOGICAL SERVICES

The West African Meteorological Service is responsible for the provision of meteorological data for the operation of aircraft and for Government departments and the public generally.

It also has the duty of organising meteorological observations in Nigeria, and the collection, collation, distribution and publication of these observations. It operates 27 full-time observing stations in Nigeria, mainly working on a 24-hour basis, and forecasting offices at Kano and Ikeja. It equips, supervises and collects and publishes the observations from a number of climatological and agricultural stations, and some 600 rainfall stations, which are maintained directly by other departments or bodies.

## *Chapter 2: History*

#### EARLY HISTORY

NIGERIA has been described as an "arbitrary block of Africa." Its ancient history is largely lost in the mists of legend and little accurate data are now available. The interior first became known to Europeans in the first half of the nineteenth century. All that can be stated with certainty is that at this time the open country was, and had been for a considerable period, inhabited by peoples of Negroid and Berber stock. In many parts of the forest zone, on the other hand, there dwelt a number of negro tribes with a more primitive social organisation and a lower standard of life. There were also such tribes on the Bauchi Plateau, these probably being part of the original inhabitants of the territory who took refuge in this broken hilly country when successive waves of conquerors pressed their fellows southwards to the sea.

At the time of European penetration of the country the tribes with the most advanced social and political organisation were the Yorubas and the Binis in the south and the Hausa, Fulani, Kanuri and Arab tribes in the north. Tribal tradition holds that the Yorubas originated in Ile-Ife, where God first created man, and although the extent of the territory under the direct control of the Oni of Ife was seriously curtailed in the nineteenth century Yoruba civil wars, Ife is still recognised as the spiritual headquarters of the race and the Oni enjoys a position of peculiar influence as the custodian of the tribal relics. What is certain is that the Yorubas were established in the territory they now occupy at a fairly early date. Their precise origin is not known, but ethnologists have thought it probable that they were not of negro blood, having acquired their present physical characteristics largely by inter-marriage with the indigenous negro population.

Up to the beginning of the nineteenth century, the Yoruba kingdom occupied a large area which may at one time have extended from the Niger as far even as Accra and thus have included the greater part of what is now Dahomey. Certainly tribute was collected from Dahomey until as late a date as 1817. Over this wide area, occupied by a number of different clans founded by descendents of Oduduwa, the first Oni of Ife, the Alafin of Oyo had probably risen to a position of practical suzerainty which he exercised with a varying degree of success over a long period. The nineteenth century, however, saw the complete disintegration of the Yoruba Kingdom. Trouble with the Fulani to the north resulted in the sack of Oyo and the establishment of a Fulani emirate in what had been one of the richest of the Yoruba provinces. Central authority, probably never very strong, collapsed and the Yoruba clans entered on a period of civil war which, fanned by necessity of meeting the insatiable requirements of the lucrative slave trade, was to last intermittently for nearly 70 years.

The dangers of war were probably responsible for the establishment of the Yoruba colony of Lagos, since the first settlement in the neighbourhood was at Ebute-Metta on the mainland, the inhabitants moving first to Iddo and then to Lagos Island, as conditions rendered their original site increasingly less secure. The Lagos White Cap Chiefs are the descendents of these original immigrants whose position as land owners is still recognised although a later heavy influx of Binis largely altered the character and distribution of the population.

Benin had at this time become a powerful and independent kingdom. The King, or Oba, had already thrown off any suzerainty previously exercised by the Alafin of Oyo and was nominally an absolute ruler, but the real power came to be wielded by the fetish priests who created a reign of terror maintained by wholesale human sacrifice, which was only finally overthrown by the British occupation.

Of the early history of the Hausa-speaking tribes of the Northern Provinces there is also little accurate documentary evidence, possibly through the destruction of early written records by their Fulani overlords. But the pagan Hausas were certainly established over large areas

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As early as 1472 the Portugese had found anchorages in the mouths of the many rivers in the Bight of Benin. They were not, however, left long in undisputed possession of the field and the first English ships reached the Bight of Benin in 1553, under the command of a Captain Windham. Then followed a chapter in the world's history on which England, in common with other nations, now looks back with distaste, only mitigated by memories of the earnest efforts made to remedy as far as possible the wrong which had been done. The discovery of America and the establishment of Spanish colonies in the West Indies led to a steadily increasing demand for negro slaves and a cut-throat competition between the maritime nations to participate in, and to oust each other from, the lucrative business of supply. The first Englishman to engage in this traffic was Sir John Hawkins, but he was followed by many others, who gained in the rough and tumble of a hazardous trade much of the experience of ships and the sea which was eventually to prove the salvation of England when the long struggle with Spain moved to its climax in the latter years of the 16th century. Professional seamen argued that participation in the slave trade fostered the growth of a prosperous and powerful merchant marine and long after, when the cause of abolition began to raise its head, the Admiralty was amongst its foremost opponents on the grounds of the serious blow which could be dealt thereby to England's essential reserve of trained seamen. It is a measure of the extent to which the horrors of the trade finally aroused the conscience of the nation that abolition was finally passed in the United Kingdom in the middle of a great war and in the teeth of advice tendered by the country's greatest sailors.

In the sixteenth and seventeenth centuries, however, public opinion quietly ignored the moral issues and concentrated on the material profits and the English west coast ports of Bristol and later Liverpool grew in prosperity accordingly. First the Portugese and then the Dutch, the Danes, the Spaniards and the Swedes were successively supplanted and by the Treaty of Utrecht in 1712, the British secured a 30-year monopoly of the trade. Although the Dutch and the French maintained slave establishments at Benin until the close of the eighteenth century, it is estimated that more than half the slaves exported from West Africa during the busiest years of the trade were in British ships.

Lord Mansfield's famous ruling in 1772 in the case of James Somersett that any slave setting foot on English ground became free under the common law was followed in 1787 by the establishment of a Society for the abolition of the Slave Trade, which finally secured the passing of an Act of Abolition in 1807. The continuous efforts made to implement the act and to suppress the trade were in a high degree responsible for the extension of British influence in Nigeria, which proceeded steadily throughout the nineteenth century.

The trade in slaves led to the ships of all nations acquiring familiarity with the numerous river mouths between Lagos and Calabar. Little was known of the interior, however, until the beginning of the nineteenth century and in particular, the source and direction of the great river

which was widely reputed to flow across the continent of Africa was a complete mystery.

Foremost amongst the names of those who sacrificed their lives to solve this mystery was Mungo Park who reached the Niger from the Gambia River in 1796, and in a second and officially sponsored expedition from Goree in 1805, sailed down the river as far as Bussa where, with the remnants of his party, he perished in the rapids.

Although absorption in the Napoleonic War acted as a bar to further exploration for a number of years, the problem of solving the mystery of the Niger was not forgotten, and from about 1816 on a number of attempts were made from various directions to establish with certitude the course of the river. Finally, Richard and John Lander succeeded where others had failed in tracing the outlet of the river to the multitude of creeks and rivers now known as the Niger Delta.

In the attempts which followed to put the Landers' discovery to practical use and to open up trade with the interior, the outstanding name in the early period is that of Macgregor Laird, and in the later that of Sir George Taubman Goldie. It became clear to the latter that some form of unity was essential if British companies were to establish themselves in the hinterland against the competition of foreigners, and, as a result of his persuasions, the United African Company came into existence in 1879, being reorganised and incorporated as the National African Company Limited three years later. Legitimate trade prospered in spite of many discouragements and with little or no backing from Governments to whom imperial responsibilities in a distant and unhealthy territory had no appeal.

The Government could not remain blind, however, to the difficulties and danger to British trading interests of the international competition for spheres of influence which, in the last two decades of the century, developed into a general scramble for Africa. At the Conference of Berlin in 1885 the British representatives were able successfully to claim that British interests were supreme on the lower Niger and the British claim to a sphere of influence in Nigeria, the boundaries of which were as yet undefined, received international recognition. The Government's steps to undertake the responsibilities of efficient administration in that area, known as the Oil Rivers Protectorate, which came under the loose control of a British Consul were, however, both slow and reluctant. It was left to the National African Company, at last in 1886 granted a Royal Charter under the name of the Royal Niger Company, Chartered and Limited, to take a lead in opening up the Niger. The grant of the Charter greatly strengthened the position of the Company, the usual Government services were established and an armed constabulary was raised for the protection of the territory. By these means the Company foiled both German and French efforts to encroach within what are now the boundaries of Nigeria, and after the most serious of French threats in the western part of the territory had been successfully averted by the Company's troops under Captain Lugard (as he then was) in 1894, these boundaries ultimately became generally recognised.

It was the British Government's efforts to suppress the slave trade,

however, rather than the furtherance of commercial interests, which led to the most striking change in its relations with the peoples of Nigeria. Lagos, an important centre of trade, was reduced, but not occupied, by a Naval force in 1851, but resulting treaties with King Akitoye for the abolition of the trade proved almost useless in the absence of any administrative arrangements to ensure their observance and Akitoye's death, in 1853, was followed by a long period of civil unrest. In 1861, Her Majesty's Government, therefore, reluctantly decided on the occupation of Lagos as the only effective means to the desired end. This was achieved with little difficulty and the island was created a Colony the following year. The new Colony was consolidated and its boundaries were extended somewhat in the years which followed and, in 1886, the Government felt strong enough to offer its services as arbitrator to bring to an end the latest of the Yoruba civil wars which were such a fruitful source of supply for the slave markets. The offer was accepted, peace was temporarily restored and the war camps were burnt by the arbitrators. The precedent was too good not to be followed by those in difficulties and an appeal was made to the Lagos Government by the Egbado people who were being oppressed by their more powerful neighbours, the Egbas of Abeokuta. This appeal, together with the fear of the establishment of treaty relations between the French and the Egbas, led to further expeditions into the interior and later to the appointment of a British Resident, who set up his headquarters at Ibadan. Generally the whole of Yorubaland, with the exception of the Egba state, was attached to the Colony of Lagos as a British Protectorate. The wars ceased and a great increase in prosperity, both in the hinterland itself and also in consequence in the port of Lagos, was the natural result. It was not many years before the treaty of 1893 recognising the independence of Egbaland was voluntarily abrogated since the authorities there found it possible to maintain themselves in power without successive appeals for British support. In 1914 this area, too, came unreservedly under the Government of the Protectorate of Nigeria.

The large area now known as the Northern Region was brought under British protection in the early years of the twentieth century, largely for similar reasons and from the same motives. Various slave-raiding Emirs carried on their activities within a few miles of the Niger Company's scattered posts and it became clear that nothing but force would stop them. One expedition naturally led to another in an area with much more close social and religious affinities than in the coastal belt, and after Government had finally taken over from the Niger Company in 1900, the time soon came when its relative strength and that of the Fulani empire had to be settled. The issue was decided far more easily than might have been expected. The Fulani were aliens and the abuses of their later rule had left them with no deep seated sympathy amongst the subject populations. First Kano and then Sokoto were defeated and occupied, the desert tribes submitted and the Fulani Emirs themselves accepted the relatively easy terms of the conquerors and came formally under British protection. The terms included the abolition of



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The large area now known as the Northern Region was brought under

in the armed forces. Furthermore, the Nigeria Regiment was called upon to play an important part in the expeditions undertaken against the German colonies, first in the Cameroons and Togoland and, later, in East Africa. In all these campaigns the soldiers displayed both great gallantry and complete loyalty to their new allegiance. It was also a great tribute to the skill and tact with which Sir Frederick Lugard and his officers had handled the delicate situation in the north that not only was no advantage taken by the Emirs of prevailing difficult conditions to re-assert their independence, but throughout the war they continued to give convincing proof of their loyalty to the British connection. Minor trouble broke out in various parts of southern Nigeria, due more to local administrative difficulties than to any general desire to throw off British rule. By far the most serious of these outbreaks was the Egba rising of 1918, which assumed serious proportions for a time, but was eventually suppressed without difficulty by the newly returned troops from East Africa.

In 1919 Sir Frederick Lugard, soon to become Lord Lugard, retired from the Governorship of Nigeria. To his outstanding position in its history no better tribute could be paid than the following extract from a speech to the Legislative Council on 18th March, 1946, by the then Governor, Sir Arthur Richards (now Lord Milverton):

"In the proud record of British Colonial Administration two names stand out—those of Stamford Raffles and Lord Lugard. Speaking in Nigeria there is no need for me to say what Lugard did in bringing order out of chaos and in laying the foundations of the Nigeria we see today. Those who knew him personally marvelled how great a heart beat within that slender frame and with what sure instinct he planned the administration. There is always something sad about the passing of a great man. Lord Lugard had a modesty commensurate with his greatness and his fondest hope was that he had made some contribution to the Nigerian people in whose welfare his interest never flagged until the end.

"To the ordinary man the outstanding characteristic of Lord Lugard was his prodigious industry. He never took a day off; he was at work all day and far into the night wherever he was—in Zungeru, on a launch on the Niger, in rest houses, even on leave and on the voyage to and from Lagos—and he continued to work at the same pitch right up to the end of his life. Only a man of his physical strength and tenacity of purpose could have accomplished that immense amount of detailed work, and at the same time, amid all the urgent problems, the day-to-day changes and the constant risks of those early days, have kept in clear perspective the administrative structure which he was building up and which we and all the world know today. Yet behind all this there was no mistaking the soldier and the man of action in the alert and wiry figure of "the Little Man" as he came to be known later on. One did not argue with his swift decisions; once made they were immovable. One of his notes, on the choice of a school site, read 'I planted a white stick where the Superintendent's house should be'—and there it was, and is. "It was no wonder that he inspired confidence in all those with whom he worked and that less than ten years after he had made his first adventurous journey northwards from Jebba, a stranger could travel alone and in perfect safety through a settled and orderly country, rid of the slavery which he hated, and governed, under his guidance, by the Africans in whose service he spent his life."

The war had brought great difficulties to Nigeria in the complete dislocation of world trade, but the first two years of peace were a period of unparalleled prosperity. Boom prices were paid for Nigerian produce



and exports rose to unprecedented levels. The slump which followed caused great economic difficulties, but it can fairly be said that, notwithstanding a series of financial crises due to world trade conditions, Nigeria progressed steadily in the period which intervened before the outbreak of the second World War in 1939. The staff of all departments was expanded, enabling Government to extend its activities in a number of ways. Communications were greatly improved, remote areas thus being brought for the first time under effective control. Further, social amenities were widely extended and began to assume, for the first time, the functions and status of a national service. An important part in this and in the great spread of education which took place in these years was played by voluntary agencies, chief amongst which were the Christian Missions. The educational work of these bodies, in particular, has been of the greatest value and has been extensively encouraged by grants from Government funds. Still further progress could have been made but for the necessity of financing development wholly, or almost wholly, from Nigerian revenues. These, being dependent to a great extent on import customs duties, were subject to considerable fluctuation owing to the ramifications of international trade.

In all this period there was only one major threat to law and order in the territory. This was the women's rising which occurred in the Owerri and Calabar Provinces in 1929 and largely resulted in the destruction of the local system of government which had been set up and in the establishment of Native Administration based more closely on the indigenous customs of the people.

#### THE SECOND WORLD WAR AND POST-WAR YEARS

With the outbreak of the second World War the loyalty of Nigerians was, as in 1914, in many ways convincingly demonstrated. Recruits for the armed forces greatly exceeded the number which could be absorbed, and money was generously subscribed for war purposes. An expeditionary force was despatched to Kenya, including many veterans of the East Africa Campaign of the previous war; this force after assisting in the occupation of Abyssinia, returned to man the frontiers of Nigeria, the Gambia and Sierra Leone against possible invasion from Vichy-controlled territory. In September, 1943, and April, 1944, the 81st and 82nd (West Africa) Divisions left for Burma, where they played a prominent part in the Arakan, and units of the Nigerian 3rd Brigade were included in General Wingate's special force operating behind the Japanese lines in Central Burma.

Meanwhile, in Nigeria, vigorous efforts were made to increase the production of essential export commodities. With the loss of Malaya, Nigeria became the chief source of tin for British war factories, while groundnuts, palm oil and kernels were in urgent demand to maintain fat supplies.

The political, economic and social progress of Nigeria since 1945 has been swift. On 1st January, 1947, a new constitution was introduced.

An enlarged Legislative Council was set up with a majority of unofficial members and was empowered to legislate for the whole country, instead of only the south. Regional Houses of Assembly with unofficial majorities and a House of Chiefs in the north were also established, with important advisory and financial functions. Another constitution giving Nigerians a yet greater share in the control of their affairs came into force in 1951 and was still in force at the end of 1953 although during the year agreement had been reached on important changes. Under this constitution there was a Central Legislature composed almost entirely of Nigerian elected members and there were Regional Houses of similar composition. There was a Council of Ministers with a Nigerian majority drawn from the House of Representatives and similar Regional Executive Councils. These Councils, with their Nigerian majorities, had the responsibility of formulating Government policy and directing executive action.

The 1951 Constitution was followed in 1954 by a further revision which was the outcome of conferences at which all the major political parties were represented. These were held in London and Lagos in July and August 1953 and January 1954, and their conclusions published in two reports (Cmd. 8934 and Cmd. 9059). On the basis of the decisions reached by these conferences, a new Constitution Order in Council was made and came into effect on the 1st of October, 1954, (The Nigeria (Constitution) Order in Council, 1954).

The changes introduced by this Order in Council are discussed in more detail in Chapter 3 of this part of the Report. For the first time in Nigerian constitutional history, a federal form of government was introduced with the three Regions enjoying a considerable degree of internal autonomy, and with the Southern Cameroons responsible directly to the Governor-General for the conduct of its affairs.

The most important economic developments have been the preparation and carrying out of the Ten-Year Plan for Development and Welfare, and the successful formation and operation of the Marketing Boards and Regional Production Development Boards.

The Ten-Year Development Plan was approved by the Legislative Council in 1946. It was estimated to cost over £55,000,000 and £23,000,000 towards this sum was allocated by the United Kingdom under the Colonial Development and Welfare Act. The scheme was under revision in 1950 and a revised plan was accepted in 1951. Of the £55,000,000 allocated to the original Plan, £34,000,000 was outstanding at 31st March, 1951, and the estimated expenditure of this sum from 1951 to 1956 will be over £12,500,000 by the Northern Region, £10,000,000 by the Central Government, nearly £6,000,000 by the Eastern Region and £5,500,000 by the Western. The Plan is aimed to give a firm foundation on which further development in Nigeria can be built. In it, therefore, there have been large allocations for the expansion of basic social services, such as health and education, for basic equipment such as machinery for good water supplies, roads and the tools of technical education, and for production services and revenue-earning projects. In spite of difficulties in obtaining the men and materials to

frontiers of Nigeria, the Gambia and Sierra Leone against possible invasion from Vichy-controlled territory. In October 1943 and April 1944 the 81st and 82nd (West Africa) Divisions left for Burma, where they played a prominent part in the Arakan, and units of the Nigerian 3rd Brigade were included in General Wingate's special force operating behind the Japanese lines in Central Burma.

Meanwhile, in Nigeria, vigorous efforts were made to increase the production of essential export commodities. With the loss of Malaya, Nigeria became the chief source of tin for British war factories, while groundnuts, palm oil and kernels were in urgent demand to maintain fat supplies.

Although it is impossible as yet to see the crowded events of the post-war years in perspective, it is obvious that the political, economic and social progress of Nigeria since 1945 has been swift. On 1st January, 1947 a new Constitution was introduced. An enlarged Legislative Council was set up with a majority of unofficial members and was empowered to legislate for the whole country, instead of only the south. Regional Houses of Assembly with unofficial majorities and a House of Chiefs in the north were also established, with important advisory and financial functions. Another constitution giving Nigerians a yet greater share in the control of their affairs came into force in 1951. Under this Constitution, described in more detail in Chapter 3 of this part of the Report, there is a Central Legislature composed almost entirely of Nigerian elected members and there are Regional Houses of similar composition. There is a Council of Ministers with a Nigerian majority drawn from the House of Representatives and similar Regional Executive Councils. These Councils, with their Nigerian majorities, have the responsibility of formulating Government policy and directing executive action.

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to put the Plan into practice, and in spite of recent steep rises in prices, the Plan has done and is doing much towards the success of the economic schemes promoted by the Marketing Boards, the Regional Production Development Boards and others.

One of the Marketing Boards chief aims was to secure reasonable and stable prices for producers in adverse conditions so as to avoid any repetition of the experiences Nigerian primary producers went through in the nineteen-thirties. Owing, however, to the sharp increase in world prices of cocoa, oilseeds, groundnuts and other products, the Boards have not only been able to strengthen their position and build up reserves to cushion producers against an eventual fall in world prices, but to allocate very large sums of money to schemes (largely now drawn up by the Regional Production Development Boards) for the benefit of the areas where the crops with which they are concerned are grown.

The most striking development in Nigeria's social services since the war has been the founding, with generous aid from the United Kingdom, of Nigeria's first Univeristy College—University College, Ibadan—with Dr. Kenneth Mellanby, O.B.E., Sc.D. as Principal. Four years ago the College existed only on paper. It now has an academic staff of almost 100, and 414 undergraduates working in the faculties of arts, science, agriculture and medicine.

One other important post-war change must be mentioned in this short summary, namely the appointment of Nigerians in large numbers to senior posts in the Nigerian Civil Service, and the granting of scholarships to many others to fit them later for such posts. A Commission was appointed in May, 1948 to make recommendations on the recruitment and training of Nigerians for Senior Service posts. The Commission's report was accepted by the Government. Approximately one-seventh of the Senior Service is now Nigerian, and early in 1951 Dr. S. L. A. Manuwa, O.B.E., was appointed Director of Medical Services. He is the first Nigerian to hold this important appointment.

1952 was in many ways the most outstanding year in the recent history of Nigeria as it saw the coming into operation of the new Constitution, mentioned earlier in this Chapter, and the first workings of the Executive Councils and Legislatures in the Regions and of the House of Representatives and the Council of Ministers at the Centre. In spite of their complexity and the diversity of their component parts the new arrangements worked well during the year and a great deal was achieved.

#### THE CAMEROONS

The German Colony of the Cameroons was conquered by French and British forces in the first World War between 1914 and 1916. Germany renounced her rights to the Colony by the Treaty of Versailles and in 1922 a portion of the Colony was assigned to the United Kingdom to be administered under League of Nations mandate. The British Cameroons consist of two narrow strips of territory on Nigeria's eastern borders with a gap between them on either side of the Benue

river. The total area is some 34,000 square miles. The territory was and still is administered as an integral part of Nigeria. The only developed part of the territory was the extreme southern tip, where the Germans had opened up banana plantations. These plantations returned to German ownership in the nineteen-twenties and continued to profit their owners without providing much benefit for the people of the Cameroons. At the beginning of the second World War the plantations were vested in the Custodian of Enemy Property and it was later decided that this time they should not fall back again into private German hands. By legislation passed in 1946 the lands were acquired by Government so that they might be held and administered for the use and common benefit of the inhabitants of the Territory and leased to a new Cameroons Development Corporation for the achievement of that purpose. The Corporation, by the development of the plantations and the health, education and welfare services it provides, is already doing much to increase the prosperity of the Cameroons peoples.

After the second World War the United Kingdom expressed its wish to place the Cameroons under the new International Trusteeship system and this was effected by a Trusteeship Agreement approved by the General Assembly of the United Nations in 1946. Under the agreement the United Kingdom was made responsible for the administration of the Territory. A visiting Mission of the United Nations Trusteeship Council visited the Territory at the end of 1949. The Territory is, in accordance with the Trusteeship Agreement, administered as an integral part of Nigeria, but a Commissioner of the Cameroons was appointed in 1949 with special responsibilities for administration in the Southern Cameroons and for trusteeship affairs in the whole Territory. A second Mission visited the Territory in 1952.

#### GOVERNORS IN NIGERIA

- 1914 Sir Frederick Lugard, G.C.M.G., C.B., D.S.O. (later Lord Lugard). Personal title of Governor-General.
- 1919 Sir Hugh Clifford, G.C.M.G., G.B.E.
- 1925 Sir Graeme Thomson, G.C.M.G., K.C.B.
- 1931 Sir Donald Cameron, G.C.M.G., K.B.E.
- 1935 Sir Bernard Bourdillon, G.C.M.G., K.B.E.
- 1943 Sir Arthur Richards, G.C.M.G. (now Lord Milverton).
- 1948 Sir John Macpherson, G.C.M.G.

#### TABLE OF PRINCIPAL EVENTS SINCE 1914

- 1914 Formal inauguration of Colony and Protectorate of Nigeria.  
Invasion of Cameroons by Nigerian troops on outbreak of war with Germany.
- 1916 Conquest of Cameroons completed.  
Completion of railway bridge over River Niger at Jebba.
- 1922 Great Britain received mandate from League of Nations in respect of portion of the German Cameroons.
- 1923 Establishment of Legislative Council with jurisdiction over the Colony and Southern Province of Nigeria.

## Chapter 3 : Administration

### *The Regions*

THE Federation of Nigeria comprises the Northern Region of Nigeria, the Western Region of Nigeria, the Eastern Region of Nigeria, the Southern Cameroons and the Federal Territory of Lagos. The boundaries of these Regions coincide with those of the former Northern, Western and Eastern Provinces, excluding, in the case of the Western Region, the Federal Territory of Lagos. The boundary of the Southern Cameroons coincides with that part of the Cameroons that was in the former Eastern Region, while that of the Federal Territory of Lagos coincides with that part of the Colony that was in the town of Lagos and delimited by the Lagos Local Government (Delimitation of the Town and Division into Wards) Order in Council 1953, made under the Lagos Local Government Law 1953. The capital of the Federation of Nigeria is at Lagos, while the capitals of the Northern, Western and Eastern Region are at Kaduna, Ibadan and Enugu respectively.

In 1954 there was a Governor-General and Commander-in-Chief for the whole of the Federation of Nigeria and Governors in each of the three Regions. A Commissioner of the Cameroons administered the Southern Cameroons and was responsible to the Governor-General, as far as Trusteeship affairs were concerned, for the whole of the Trust Territory.

### *The 1954 Constitution*

The 1954 constitution established a Federal House of Representatives and a Council of Ministers for the whole of the Federation of Nigeria and separate Legislative Houses and Executive Councils for each of the three Regions and for the Southern Cameroons. It gave to the Southern Cameroons a quasi-Regional status.

The constitution provided for certain powers to be vested in the Federal Government, certain powers to be held concurrently by the Federal and Regional Governments with Federal law prevailing in case of conflict and residuary powers resting with the three Regional Governments.

### *The Council of Ministers*

The Council of Ministers was the principal instrument of policy in and for Nigeria. It consisted of the Governor-General as President, three *ex officio* members and 10 Ministers. The *ex officio* members were the Chief Secretary, the Attorney-General and the Financial Secretary of the Federation.

Appendix A gives the full composition of the Council in 1954 and Appendix E the portfolios assigned to individual members of the Council.

## Chapter 3: Administration

### *The Regions*

Nigeria is divided into three Regions known as the Northern Region, the Western Region and the Eastern Region. The boundaries of these Regions coincide with those of the former Northern, Western and Eastern Provinces. The capital of the whole country is at Lagos which falls in the Western Region. The capitals of the Northern, Western and Eastern Regions are at Kaduna, Ibadan and Enugu respectively.

There is a Governor and Commander-in-Chief with authority over the whole country and Lieutenant Governors in each of the three Regions.

The Cameroons under the United Kingdom Trusteeship (see pages 139-40) is administered as an integral part of Nigeria. The Southern Cameroons are administered as part of the Eastern Region and the Northern Cameroons as part of the Northern Region. There is a Commissioner of the Cameroons who administers the Southern Cameroons subject to the authority of the Lieutenant-Governor Eastern Region, and is responsible to the Governor, as far as Trusteeship affairs are concerned, for the whole of the Trust Territory.

### *The New Constitution*

The 1951 Constitution established a Central Legislature and a Council of Ministers for the whole of Nigeria and separate Legislatures and Executive Councils in each of the three Regions.

### *The Council of Ministers*

The Council of Ministers is the principal instrument of policy in and for Nigeria. It consists of the Governor as President, 6 *ex officio* members and 12 Ministers. The *ex officio* members are the Chief Secretary to the Government of Nigeria, the Lieutenant-Governors of the three Regions, the Attorney-General and the Financial Secretary to the Government of Nigeria. Appendix A on page 147 gives the names of Ministers.

### *The Regional Executive Councils*

The Executive Councils of the Regions are the principal instruments of policy in and for the Regions in matters to which the executive authority of the Regions extends. The Lieutenant-Governor of the Region presides in each of these councils and there are three *ex officio* members—the Civil Secretary, the Legal Secretary, and the Financial Secretary of the Region. There may also be up to two official members of each of the councils. The majority of each council is, however, composed of elected members chosen from the respective House of Assembly. Members of Executive Councils are listed at Appendix B, page 147.

Chiefs of whom approximately half were Head Chiefs, members of the Executive Council, who were members of the House of Assembly and Special members. There was also a Western House of Assembly consisting of the Speaker, Deputy Speaker, 80 elected members and not more than 3 Special members.

The Eastern House of Assembly consisted of the Speaker, Deputy Speaker, 80 elected members and not more than 3 Special members.

Members of the Regional Legislatures in 1954 are listed at Appendix D.

### *Elections to Regional Houses*

The electoral regulations varied in each of the three Regions. In the Northern Region members of the House of Assembly and of the House of Representatives were elected by electoral colleges established in each Province; in the Western Region, elections to the Regional House of Assembly and the House of Representatives were direct and based on adult tax suffrage, while in the Eastern Region elections were direct and based on universal adult suffrage.

### *Joint Councils*

In both the Northern and Western Regions, provision was made in the constitution, in the event of disagreement between the two Legislative Houses in respect of legislation, for the Governor to summon a joint sitting of representatives of both Houses for the purpose of deliberating and voting on the legislation in question. In the Northern Region each House was entitled to elect not more than 40 of its members as representatives to attend such a joint sitting, making a total of 80 in all. In the Western Region the Joint Council consisted of not more than 40 members, 20 drawn from each of the two Houses.

## LOCAL GOVERNMENT

### *Northern Region*

There were two notable developments in local government in the Northern Region during 1954. First, the new Native Authority Law was passed and came into force. Its main object was to replace the Native Authority Ordinance of 1943 as amended from time to time and as supplemented in varying degrees by other laws which conferred powers on Native Authorities, thus under a single law incorporating as many of the provisions dealing with the functions of Native Authorities as could conveniently be grouped together. Among the new portions of the law probably the most important were several enabling clauses which made it possible to set up a large variety of councils and committees for various local government purposes. A framework was thus provided for far-reaching developments over a very wide field, within which the Ministry for Local Government took over the responsibility for guiding and co-ordinating the application in practice of the law.



West does not. As explained above, 31 out of the 34 Western Representatives in the Central House are chosen by the Western House of Assembly, the remaining three being chosen by the Western House of Chiefs.

### *Elections to Regional Houses*

The members of the Regional Houses of Assembly are elected by electoral colleges. In the North, an electoral college is elected in each province, in the West and East, in each division. The electoral colleges are formed by a number of intermediate stages, the first in each case being a primary election at which all adult male taxpayers may vote.

### *Local Government*

Local government is the main responsibility of numerous Native Authorities. As these have evolved, the influence of the British system of local government has increased. This process has been most apparent in the Western and Eastern Regions. In the latter, the first County with its allied District and Local Councils was established in 1952.

The Native Authority system was instituted in northern Nigeria with the coming of the British Rule in 1900 and then spread, not only to the rest of the country, but over many parts of tropical Africa. The system was first instituted in the northern emirates where the local functions of government were delegated to African rulers acting under the supervision and with the assistance of the British Administrative Staff. The local authorities so constituted were known as Native Authorities and were responsible to the Government for the peace and good order of their areas. Under them district heads and village heads were responsible to their superiors for the smaller areas under their charge.

Native Treasuries were established into which were paid a share of the taxes collected by the Native Authorities as well as the receipts of Native Courts which were also set up and various minor fees. The revenue and expenditure of each Native Treasury were shown in the annual estimates approved by the Chief Commissioner.

As time went on, these Native Authorities undertook a large number of social and economic services such as maintenance of roads, hospitals, dispensaries, etc. The system brought about changes in the indigenous institutions on which the Native Authorities were founded. For instance, the emirs' councils which were the ordinary feature of the Hausa and Fulani system in many cases became more like councils of ministers and district heads, instead of coming from a small group of ruling or privileged families, were now often chosen for their educational or other merits.

There are now some 120 Native Authorities in the North with 60 Treasuries. Some of these Native Authorities are of great importance such as that of Kano which has an annual revenue of about £750,000. The Native Authorities in the North provide about one-third of the primary schools and maintain much the same proportion of hospitals.

Recent developments in the North have been aimed at preventing tradition degenerating into stagnation ; a Joint Select Committee of the Regional Executive Council made certain recommendations as a result of which the Native Authorities (Definition of Functions) Law was passed ; consideration was also given to the existing Native Authority Ordinance and to what additional legislation was required. Among other notable advances was the introduction of the elective principle into District and Town Councils and into the Outer Councils of the larger Native Authorities. Finally, the Regional Government felt that a single Minister should be directly associated with the development of local government and it was the intention to allow the Regional Legislature an opportunity for full discussion on this question before the appointment of a Minister for Local Government which, it was hoped, would take place in 1953.

This native authority system was adopted in the West in 1916 and in the East in 1933. In the West the aim in recent years has been, while keeping the native authority system, to modify it on modern democratic lines. The number of Native Authorities in that Region has been reduced from 137 in 1945 to some 50 today. The proportion of elected members of Native Authority councils has been greatly increased and these elected members are often in the majority. Similarly, there is now no "Sole Native Authority"; in 1939 there were five of these "Sole Native Authorities" in the Western Region, viz., the Alake of Abeokuta, the Oba of Benin, the Oni of Ife, the Alafin of Oyo and the Awujale of Ijebu-Ode. (These chiefs, though their power was in theory autocratic, would not normally have taken important action affecting their local community without consulting their councils). The committee system is also being increasingly used and some of the more advanced native authorities in the West have appointed executive officers or secretaries with duties much the same as those of the clerk of an English local authority.

A further step forward was taken during 1952 when both Legislative Houses of the Western Region passed a Local Government Bill which provides for the establishment of local government councils of four types, namely Divisional, Urban District, Rural District and Local Councils ; none of these councils will be subordinate to any other but all will be interdependent.

Local government in the Eastern Region falls into three groups—Native Authorities, Local Government Councils and Townships. The present policy is for Native Authorities to become Local Government Councils whenever and wherever fitted for it and for Townships to fit into the local government system as soon as possible. The Native Authorities control most of the Region today as they have done for the past twenty years since the system was introduced. Though the native authority system still serves a valuable purpose in the backward parts of the Region (and may so continue for many years), in very many respects it does not meet modern needs. The Eastern Region Local Government Ordinance (passed in 1950) was designed to remedy this deficiency. It is based largely on the English model, suitably adapted

to meet local requirements. The system is a three-tier one, comprising County, District and Local Councils—the last getting as near to the individual village as possible. So far three County, twelve District and 187 Local Councils have been set up. The present aim is to bring the whole Region within this system within the next ten years.

Whenever and wherever Native Authority reorganisation occurs, policy is to ensure that the changes are in line with future local government requirements. The changeover from the Native Authority system will then be even less perceptible than it is at present. Such features of the local government system as popular elections are introduced in place of nomination and traditional right at the time of reorganisation. New powers and functions are added to the Native Authority Ordinance from time to time. The essential difference between the two systems is that the new one makes elected councils responsible for running local affairs whereas the old system largely left this to the Administrative Officer.

Most towns are administered in accordance with the Townships Ordinance (Cap.216), exceptions being provided by Lagos and Port Harcourt, both of which are subjects of special ordinances.

In Lagos there was a Town Council elected by adult suffrage and a mayor elected by the Council, which had an all-African membership. During the year, however, Government was obliged to appoint a Commission of Inquiry into the affairs and functioning of this Council. The Inquiry was conducted by Mr. Bernard Storey, Town Clerk of Norwich, who found that in a number of respects the Council had failed to discharge its functions in a manner conducive to the welfare of the town. The Council was subsequently dissolved and the town's affairs were temporarily taken over by a Committee of Management.

Port Harcourt is administered by an elected council with no *ex officio* membership.

Apart from Lagos and Port Harcourt which have the status of First Class Townships most of the towns of Nigeria are either Second or Third Class Townships. The last named comprise most of those Government Stations which are not allied to a sizeable African community and are administered by or under the direction of the senior Administrative Officer of the station. Second Class Townships are administered by an Administrative Officer with the advice of an Advisory Board. The members of these Boards may either be nominated or elected, but in both cases their legal status has to be conferred upon them by the formal appointment of the Resident in charge of the Province. The introduction of the elective principle serves in the Eastern Region as a preliminary to bringing such units into the scope of the Eastern Region Local Government Ordinance either by creating Urban District Councils or possibly by evolving County Boroughs. None such existed in 1952 but it was expected that the first two would be constituted early in 1953.

central territorial government and with the legislatures. The qualifications required of the members were simply that they should be acceptable to the people over whom the Native Authority had jurisdiction, but under the Native Authority Ordinance the Resident might remove a member, and this power was exercised in cases of misconduct or ineptitude. Since local government is founded on traditional institutions the jurisdiction of local government bodies usually conformed to tribal or similar divisions. Amalgamation occurred where it was the wish of the people concerned, and was calculated to promote efficiency.

Women were represented on the Native Authority Councils in the Bamenda and Mamfe, and in Kumba provision was made for the appointment of special members. A process of federation and amalgamation of Native Authorities in the Southern Cameroons had been going on for a number of years. Much was achieved in this direction, particularly in the Bamenda area, and efforts were continuing.

## Chapter 4 : Weights and Measures

IMPERIAL weights and measures are in use.

## Chapter 5 : Reading List

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**Western Region :** Obafemi Awolowo, Minister of Local Government.  
 A. M. A. Akinloye, Minister of Natural Resources.  
 C. D. Akran, Minister of Local Development.  
 S. O. Awokoya, Minister of Education.  
 E. A. Babalola, Minister of Works.  
 S. O. Ighodaro, Minister of Public Health.  
 J. F. Odunjo, Minister of Land and Survey.  
 S. Akisanya, Odemo of Ishara, Minister without Portfolio.  
 Olagbegi II, Olowo of Owo, Minister without Portfolio.  
 The Civil Secretary  
 The Legal Secretary  
 The Financial Secretary  
 The Development Secretary  
 The Administrator of the Colony.

### APPENDIX C

In addition to the Central Ministers and the 6 *ex officio* members of the Council of Ministers the following were members of the House of Representatives :

**Northern Region :** Alhaji Abdulmaliki, Wakilin Atta of Igbirra.  
 Abubakar, Madawakin Sokoto.  
 P. S. Achimugu.  
 Atoshi Agbumanu, Aku of Wukari.  
 Abdu Aguye, Chief of Koton Karfi.  
 Ahmadu, Emir of Keffi.  
 Ahmadu, Lamido of Adamawa.  
 Ahmadu, Lamdo Mubi.  
 Ahmadu, Sardauna of Sokoto.  
 Sa'adu Alanamu.  
 Aliyu, Magarjin Gari, Sokoto.  
 Aliyu, Makaman Bida.  
 Alhaji Shehu, Sarkin Shanu, Kano.  
 Abdu Anace.  
 Sulemanu Barau, Emir of Abuja.  
 Mohammadu Bida.  
 Michael Audu Buba.  
 Alhaji Shehu Buhari.  
 Bawa Bulkachuwa.  
 Bello Dandago.  
 Mohammadu Danmalam, Sarkin Tsabta, Katsina.  
 Mohammadu Bashir Daura.  
 Mohammadu Sani Dingyadi, Sarkin Magani, Sokoto.  
 Wuam Gambe.  
 Ibrahim Musa Gashash.  
 Jauro Gombe.  
 E. G. Gundu.  
 Yahaya Gusau  
 Alhaji Usman Gwarzo  
 Abba Habib.  
 Haruna, Sarkin Gobir, Sokoto.  
 Hassan, Sarkin Ruwa, Abuja.  
 Ibrahim, Ma'ajin Argungu.  
 Ibrahim, Wazirin Gumel.  
 Yahaya Ilorin.  
 Abubakar Imam.  
 Ibrahim Imam.  
 Mohammadu Inuwa Wada.  
 Sulemanu Isa, Sarkin Kudun Gusau.

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## APPENDIX A

### *The Council of Ministers*

During 1954, i.e. after the introduction of the new constitution of 1st October, the Members of the Council of Ministers were as follows:

His Excellency, the Governor-General of the Federation  
The Chief Secretary of the Federation  
The Attorney-General of the Federation  
The Financial Secretary of the Federation  
The Hon. M. Abubakar Tafawa Balewa, C.B.E., Minister of Transport and Works  
The Hon. M. Muhammadu Ribadu, M.B.E., Minister of Land, Mines and Power  
The Hon. K. O. Mbadiwe, Minister of Communications and Aviation  
The Hon. R. A. Njoku, Minister of Trade and Industry  
The Hon. Adegoke Adelabu, Minister of Natural Resources and Social Services  
The Hon. Chief Festus Sam Okotie-Eboh, Minister of Labour and Welfare  
The Hon. M. T. Mbu, Federal Minister  
The Hon. M. Muhammadu Inuwa Wada, Federal Minister  
The Hon. V. E. Mukete, Federal Minister

## APPENDIX B

### *Regional Executive Councils*

At the end of 1954 the members of the Regional Executive Councils were as follows:

#### *Northern Region*

His Excellency The Governor  
The Civil Secretary  
The Attorney-General  
The Financial Secretary  
The Hon. Ahmadu, S.B.E., M.H.A. Sardauna Sokoto: Premier and Minister for Local Government and Community Development  
The Hon. Aliyu, O.B.E., M.H.A., Makaman Bida, Minister of Education and Social Welfare  
The Hon. Yahaya Madawakin Ilorin, M.H.A. Minister of Health  
The Hon. P. S. Achimugu, M.H.A. Minister of Natural Resources  
The Hon. Alhaji Isa Kaita, M.H.A. Minister of Works and Survey  
The Hon. Abba Habib, M.H.A. Minister of Local Industries  
Pastor David Lot, M.H.A. Minister without Portfolio  
Sir Abubakar, G.B.E., C.M.G. Sultan of Sokoto Minister without Portfolio  
Alhaji Muhammadu Sanusi, Emir of Kano Minister without Portfolio  
M. Ja'afaru, C.M.G., C.B.E., Emir of Zaria Minister without Portfolio  
Atoshi Agbamanu, O.B.E., Aku of Wukari Minister without Portfolio

#### *Eastern Region*

His Excellency, the Governor  
The Hon. the Premier and Minister of Internal Affairs, Dr. Nnamdi Azikiwe  
The Hon. the Minister of Finance, Mr. Mbonu Ojike  
The Hon. the Minister of Health, Dr. M. I. Okpara  
The Hon. the Minister of Land, Mr. M. C. Awgu  
The Hon. the Minister of Education, Mr. I. U. Akpabio  
The Hon. the Minister of Development, Dr. W. N. Onubogu



The Hon. the Minister of Trade, Mr. I. U. Imeh  
The Hon. the Minister of Transport, Mr. E. P. Okoya  
The Hon. the Minister of Agriculture, Mr. E. Emole  
The Hon. the Minister of Industries, Mr. P. O. Ururuka  
The Hon. the Minister of Welfare, Dr. E. A. Esin  
The Hon. the Minister of Labour, Dr. S. E. Imoke

### Western Region

His Excellency, the Governor  
The Hon. Chief O. Awolowo, Premier and Minister of Finance  
The Hon. A. M. A. Akinloye, Minister of Agriculture and Natural Resources  
The Hon. S. O. Awokoya, Minister of Education  
The Hon. E. A. Babalola, Minister of Public Works  
The Hon. A. Enahoro, Minister of Home Affairs  
The Hon. S. O. Ighodaro, Minister of Public Health  
The Hon. Chief Rotimi Williams, Minister of Justice and Local Government  
The Hon. C. D. Akran, Minister of Development  
The Hon. J. F. Odunjo, Minister of Lands  
The Hon<sup>l</sup> Olagbogi II, Olowo of Owo, Minister without Portfolio  
The Hon. S. Akinsanya, Odemo of Ishara, Minister without Portfolio

### *Southern Cameroons*

**The Commissioner of the Cameroons**  
**The Deputy Commissioner of the Cameroons**  
**The Legal Secretary**  
**The Financial and Development Secretary**  
**Dr. E. M. L. Endeley, Local Government, Land Survey and Co-operatives**  
**Mr. S. A. George, Educational and Medical**  
**Rev. J. C. Kangsen, Agriculture Forestry and Veterinary**  
**Mr. S. T. Muna, Public Works**

## APPENDIX C

### *The House of Representatives*

In addition to the Federal Ministers and the 3 *ex officio* members of the Council of Ministers, the following were members of the House of Representatives:

### *Northern Region*

Mr. H. Oravande Abaagu  
Mallam Rilwanu Abdullahi  
Mallam Abdulkadiri Makama  
Mr. H. M. Adaji  
Mallam Usman Angulu Ahmed  
Mallam Muhammadu Bello  
Alkammawa  
Mallam Ahmadu Babande  
Mallam Zubairu Bamu  
Mallam Mormoni Bazza  
Mallam Muhammed Bello Ajia  
Mallam Muhammadu Bida  
Alhaji Muhammadu, Sarkin Burmi  
Moriki  
Mallam Bello Dandago, Sarkin  
Dawaki

Mallam Abdullahi, Magajin Musawa  
Mallam Abdullahi, Sarkin Eggon  
Mallam Abdu Rahamani  
Alhaji Ahmadu, Sarkin Fulani  
Mr. R. T. Alege  
Mallam Gondo Aluor  
Mr. Jonah Assadugu  
Mallam Nuhu Bamali  
Mallam Muhammadu A. Bayeru  
Mallam Muhammadu Bello, Sarkin  
Paiko  
Mallam Aliyu Bissalla, Ma'ajin Abuja  
Mallam Ahmadu Dan Baba  
Mallam Baba Dan Bappa  
Alhaji Adamu Dan Guguwa  
Mr. Emmanuel Damulka

Mallam B. Baba Daradara  
 Mallam Bukar Dipcharima  
 Mr. Patrick M. Dokotri  
 Mallam Maikano Dutse  
 Mallam Ahmadu Fatika  
 Alhaji Umaru Gumel  
 Mallam Yahaya Gusau  
 Mallam Hamza Gombe  
 Mallam Hassan Rafindadi  
 Mallam Ibrahim Ndabo  
 Mallam Isa  
 Mallam Bukar Kadi  
 Mallam Usmanu Kalgo  
 Mallam Umaru Karim  
 Mallam Mudi Kazaure  
 Mr. P. Lanem Kughur  
 Mallam Abdulkadir Maidugu  
 Mallam Iro, Sarkin Gabas  
 Mallam Muhtari, Sarkin Bai  
 Mr. J. C. Obande  
 Mr. J. A. G. Ohiani  
 Mallam Abba Sadik  
 Mallam Usman Sarki, Sardauna Bida  
 Mallam Abare Shani  
 Mallam Shehu Shagari  
 Mallam Maitama Sule  
 Alhaji Aminu Rafida  
 Mallam Jalo Ubandoma  
 Mallam Ibrahim Sangari Usman  
 Mallam Maina Waziri  
 Mallam Hassan Zuru

Mallam Ahmadu Rufai Daura  
 Mallam Gwani Dogo, Ungwar Rimi  
 Chief Joseph Yilsu Dimlong  
 Mallam Ladan Fari  
 Mallam Abubakar Garba  
 Mallam Abubakar Gurumpawo  
 Alhaji Usman Gwarzo  
 Mallam Haruna  
 Mallam Musa Hindi  
 Mallam Muhammadu, Sarkin Shira  
 Mallam Abba Jato  
 Mallam Danmale Kaita  
 Mallam D. K. Dembe Kanningkon,  
 Ungwar Fari  
 Mallam Galadima Maikiyari  
 Mallam Muazu, Lamido Sokoto  
 Mallam Usman Maitambari  
 Mallam Kalia Monguno  
 Alhaji Mohamed Munir  
 Mr. D. A. Ogbadu  
 Mallam S. O. B. Olarewaju  
 Mallam Maina Saleh  
 Mallam Mohammed Sagir  
 Mallam Sule Share  
 Mallam Abdu Sule  
 Mallam Shagbaor Sarwuan Tarka  
 Mallam Muhammadu Ubangari  
 Mallam Umaru, Dan Waziri  
 Mallam Yakubu Wanka  
 Mallam Hassan Yola

### Western Region

Mr. F. N. H. Ayeni  
 Mr. E. O. Fawole  
 Mr. A. A. Ajibola  
 Chief I. A. Sodipo  
 Oba Adetunji Aiyeola, Afolu II,  
 Ewusi of Makun  
 Mr. J. M. Johnson  
 Mr. L. A. Lawal  
 Chief S. L. Akintola  
 Mr. E. O. Oyedeji  
 Chief E. O. Omolodun  
 Mr. R. A. Fani-Kayode  
 Mr. T. A. Ajayi  
 Chief J. O. Adedipe  
 Chief J. S. Olayeye  
 Mr. M. A. Ajasin  
 Mr. J. M. Udochi  
 Chief J. O. Osagie  
 Mr. J. I. Izah  
 Chief O. Oweh

Mr. L. O. Tobun  
 Mr. E. O. A. Dada  
 Mr. J. A. Akande  
 Mr. A. Rosiji  
 Mr. T. T. Solaru  
 Mr. V. Duro Phillips  
 Mr. A. Adeyinka  
 Mr. J. G. Adeniran  
 Mr. M. A. Sanni  
 Mr. D. L. G. Oleteji  
 Chief H. O. Davies  
 Mr. C. O. Komolafe  
 Mr. Z. B. Olokesusi  
 Mr. O. Bademosi  
 Chief I. S. Popoola  
 Mr. G. O. Ebea  
 Mr. J. I. G. Onyia  
 Mr. E. O. Imafidon  
 Mr. N. A. Ezonbodor  
 Mr. S. J. Mariere

### Eastern Region

Mr. Jaja Wachuku  
 Mr. J. U. Udom  
 Mr. N. M. Agada

Mr. S. W. Ubani-Ukoma  
 Mr. J. O. Igwe  
 Mr. B. O. Ikeh

Mr. Aja Nwachuku  
 Mr. F. T. Odum  
 Mr. Osita Agwuna  
 Mr. H. O. Chuku  
 Rev. E. S. Bens  
 Mr. N. G. Yellowe  
 Mr. J. A. Effiong  
 Mr. H. O. Akpan-Udo  
 Mr. N. N. Onugu  
 Mr. S. F. Nwika  
 Mr. P. Eleke  
 Dr. E. O. Awduche  
 Dr. E. Udo Udoma  
 Mr. D. N. Abii  
 Mr. D. K. Onwenu  
 Mr. F. O. Mbadiwe  
 Mr. S. J. Una

Mr. J. Mpi  
 Mr. D. N. Chukwu  
 Mr. F. U. Mbakogu  
 Mr. A. E. Ukattah  
 Mr. U. O. Ndem  
 Mr. J. L. Nsima  
 Mr. R. N. Taken  
 Mr. D. C. Ugwu  
 Mr. D. O. Enang  
 Mr. F. E. Offor  
 Mr. L. P. Ojukwu  
 Mr. P. H. Okolo, M.B.E.  
 Mr. E. C. Akwiwu  
 Mr. D. E. Okereke  
 Mr. G. O. D. Eneh  
 Mr. A. J. U. Ekong

### *Lagos*

Mr. T. O. S. Benson

Mr. L. J. Dosunmu

### *Southern Camerons*

Mr. L. S. Fonka  
 Mr. J. Mboyam  
 Mr. L. A. Ning

Mr. P. A. Aiyuk  
 Mr. F. E. Ngale

## APPENDIX D

### *Regional Legislative Houses*

#### NORTHERN REGION

#### *House of Chiefs*

The Sultan of Sokoto  
 The Aku of Wukari  
 The Emir of Kano  
 The Emir of Katsina  
 The Emir of Dikwa  
 The Emir of Gombe  
 The Emir of Hadeja  
 The Emir of Gumel  
 The Emir of Pategi  
 The Emir of Muri  
 The Emir of Jama'are  
 The Emir of Biu  
 The Atta of Igala  
 The Emir of Lafia  
 The Emir of Abuja  
 The Chief of Tiv  
 The Chief of Birom  
 The Chief of Kanam  
 The Chief of Kagoro  
 The Chief of Dabai  
 The Lamido of Adamawa  
 The Emir of Ilorin  
 The Emir of Kazaure  
 The Emir of Keffi  
 The Civil Secretary  
 The Legal Secretary

The Emir of Zaria  
 The Shehu of Bornu  
 The Emir of Bauchi  
 The Emir of Kontagora  
 The Emir of Katagum  
 The Emir of Misau  
 The Emir of Daura  
 The Emir of Agaie  
 The Emir of Yauri  
 The Emir of Bussa  
 The Emir of Fika  
 The Emir of Bedde  
 The Emir of Nassarawa  
 The Emir of Jema'a  
 The Chief of Koton Karifi  
 The Emir of Wase  
 The Chief Wamba  
 The Chief of Batta  
 The Chief of Kabba  
 The Emir of Gwandu  
 The Etsu of Nupe  
 The Emir of Argungu  
 The Etsu of Lapai  
 The Chief of Idoma  
 The Financial Secretary

## House of Assembly

## ELECTED MEMBERS:

Ahmadu (Lamdo Mubi)	Bello Malabu
Ibrahim Demsa (Dan Iya)	Idrisu (Tafida)
Muhammadu (Dan Buram)	Adamu (Isarkin Duguri)
Bawa Bulkachuwa	Buba Gombe
Fate Dass	Jauro Gombe
Muhammadu Kabir (Sarkin Sakuwa)	Othman Ja'afar
Abutu Obekpa	Ayilla Yogh
Benjamin Akiga	Cia Aka
Emmanuel Gundu	Pagher Mue
Wuam Gambe	Yogh Agara
Abba Habib	Abba Kyari Kura
Abba Kyari Shuwa	Ibrahim Imam
Muhammadu, O.B.E. (Wazirin Bornu)	Shehu Buhari
Shettima Kashim, M.B.E.	Umaru (Ma'aji)
Ahman Pategi (Galadiman Pategi)	Sa'adu Alanamu
Yahaya, O.B.E. (Madawakin Ilorin)	Ali Nagedu
George Ohikere	Patrick Okpanachi
Peter Achimugu	Abubakar (Dokaji)
Ado Bayero	Ado Sanusi
Ahmadu Shehu, O.B.E. (Madakin Kano)	Aliyu (Ma'ajin Gumel)
Ibrahim (Wazirin Gumel)	Ibrahim Musa Gashash
Maiwada	Jibir Daura
Muhammadu Inuwa (Galadiman Kano)	Maje Abdullahi Bayero (Magajin Malam)
Muhammadu (Madakin Hadejia)	Muhammadu (Magajin Garin Kazaure)
Muhammadu Sani, M.B.E. (Sarkin Shanu)	
Sambo (Chiroman Hadejia)	Nabegu
Uba Ringim	Sani Ngogo (Wakilin Waje)
Yusufu (Gladiman Hadejia)	Umaru Dan Madaki
Isa Kaita	Abdulumuni
Muhammadu Danmallam (Sarkin Tsafata)	Muhammadu Bashar (Wamban Daura)
Othman Ladan Baki	Muhammadu Dodo (Karamin Alkali)
Umaru Audi (Sarkin Malamai)	Muhammadu Sada Nadada (S. Sullubawa)
Aliyu, O.B.E. (Makaman Bida)	Abdu Anace (Magajin Garin Kontagora)
Hassan Abuja (Makama Karami)	Umaru Audi (Sarkin Malamai)
Autu Anza Nizam	David Lot
Michael Abdu Buba	Moses Nyang Rwang
Patrick Fom	Abubakar (Alkalin Alkalai)
Abubakar, M.B.E. (Madawaki)	Ahmadu, C.B.E. (Sardauna)
Aliyu (Magajin Gari)	Bawa Yelwa
Ibrahim Gusau (Sarkin Malamai)	Ibrahim (Magajin Garin Argungu)
Junaidu (Waziri)	Muhammadu Bello (Magajin Rafin Gwandu)
Muhammadu Maccido (Sarkin Kudun Mafara)	Muhammadu Sani Dingyadi (Makama)
Muhammadu Tureta (Turaki)	Sulaimanu (Sarkin Kudun Gusau)
Sa'adu (Ubandoma)	Muhammadu Sani Maigamo (Wambai)
Aliyu (Turaki)	Sanusi (Sarkin Yaki)
Sambo (Sarkin Fada)	

## SPECIAL MEMBERS:

S. O. James, Esq.  
M. Dauda Haruna Kwai  
F. E. Okonkwo, Esq.  
Iliya Alin Esq.  
A. E. Olowosulu, Esq.

## OFFICIAL MEMBERS:

The Legal Secretary

The Civil Secretary  
The Financial Secretary

## EASTERN REGION

*House of Assembly*

## ELECTED MEMBERS:

Mr. N. W. Abengowe, M.H.A.	Mr. O. U. Afiah
Chief G. N. Agbasiere	Mr. E. A. Agim
Mr. D. E. Akilo	Mr. S. T. Akpan
Mr. D. O. Aligwekwe	Mr. S. N. Alo
Chief N. N. Anyika	Mr. N. L. P. Apreala
Mr. O. Arikpo	Mr. E. Ashirim-Unosi
Mr. E. Chidolue	Mr. A. O. Chikwendu
Mr. E. A. Chime	Mr. A. J. Ekpe
Mr. E. U. Eronini	Chief N. Essien
Mr. J. E. Eyo	Mr. E. O. Eyo
Rev. M. N. Ibe	Mr. J. O. Ihekwoaba
Mr. A. Ikoku, O.B.E.	Mr. F. E. Ikpeme
Mr. A. U. A. Inyang	Mr. E. Ita
Mr. O. O. Ita	Mr. R. O. Iwuagwu
Mr. S. E. K. Iwueke	Mr. D. M. Mbaka
Mr. D. A. Nnaji	Mr. V. A. Nwankwo
Mr. N. Nweze	Mr. J. H. E. Nwuke
Mr. M. U. Obayi	Mr. G. E. Okeke
Mr. P. N. Okeke	Mr. O. Oketa
Mr. G. I. Oko	Mr. K. J. N. Okpokam
Mr. B. C. Okwu	Chief U. Onu-Chima
Chief S. E. Onukogu	Mr. N. O. Onwudiwe
Chief A. N. Onyike	Rev. M. D. Opara
Chief M. W. Ubani	Mr. R. O. Ukuta
Mr. R. U. Umo-Inyang, M.B.E.	Mr. J. O. Umulu
Mr. P. G. Warmate	

## WESTERN REGION

*House of Chiefs*

The Alake of Abeokuta	The Obi of Aboh
The Otota of Abraka	The Ewi of Ado
The Obi of Agbor	The Bale of Ajilete
The Otaru of Auchi	The Oloja of Aye
The Iyase of Benin	The Oba of Benin
The Olutse of Warri	The Timi of Ede
The Onogie of Ekpon	The Onotuku of Obiaruku
The Onogie of Ewohimi	The Oniba of Iba
The Olubadan of Ibadan	The Balogun of Ibadan
The Onibeju of Ibeju	The Oba of Iboro
The Olojudo of Iddo-Faboro	The Oni of Ife
The Awujale of Ijebu-Ode	The Orimolusi of Ijebu-Igbo
The Akarigbo of Ijebu-Remo	The Elegunsen of Ikate
The Abodi of Ikale, Ikoya	The Ayangbunrin of Ikorodu
The Alara of Ilara	The Lejoka of Ilesha
The Owa of Ilesha	The Orangun of Ila
The Osolu of Irewe	The Odemo of Ishara
The Apesin of Itoko	The Oshile of Oke-Ona
The Olokpe of Okpe	The Olomuo of Omuo
The Oshemawe of Ondo	High Chief Sashere of Ondo
The Spokesman of Operemor	The Ataoja of Oshogbo
The Olowo of Owo	The Alafin of Oyo
The Ona-Aka of Oyo	The Pere of Tarakri
The Odion of Usere	The Olu of Warri

## Chapter 4: Weights and Measures

Imperial weights and measures are in use.

## Chapter 5: Short Reading List

### GENERAL

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## APPENDIX E

*Assignment of responsibilities to members of the Council of Ministers*

MINISTER	MATTERS	DEPARTMENT	TITLE
The Honourable Mallam Abubakar Tafawa Balewa	Railways. Trunk Roads (including traffic thereon). Maritime shipping and navigation (including relations with the Nigerian Ports Authority). Water-power. Water from sources affecting more than one Region or a Region and the Southern Cameroons. Federal Public Works, Archives, Antiquities and Federal Museums. National monuments.	Nigerian Railway. Public Works Department.	Minister of Transport and Works.
The Honourable K.O. Mbadiwe, M.H.R.	Posts, telegraphs and telephones, including Post Office Savings Banks. Wireless communications (other than broadcasting and television). Meteorology. Aviation.	Posts and Telegraphs Department. Department of Civil Aviation. Meteorological Service.	Minister of Communications and Aviation.
The Honourable Mallam Muhammadu Ribadu	Acquisition and tenure of land for Federal purposes. Land in Lagos. Town-planning in Lagos. National Parks. Federal land-surveys. Mines and minerals (including relations with the Nigerian Coal Corporation). Electricity (including relations with the Electricity Corporation of Nigeria). Gas.	Land Department. Survey Department. Geological Survey Department. Mines Department.	Minister of Land, Mines and Power.
MINISTER	MATTERS	DEPARTMENT	Minister of Natural Resources and Social

The Honourable Adegoke  
Adelabu, M.H.R.

Agricultural, forestry and veterinary research.  
Animal health in Lagos.  
Fisheries research.  
Fisheries development in Lagos.  
Federal institutions of higher education.  
Education in Lagos.  
Medical research.  
Health services in Lagos.  
Dangerous drugs.  
Chemical services.  
Pharmacy.  
Quarantine.  
Registration of births, deaths and marriages  
in Lagos.

The Honourable R. A.  
Njoku M.H.R.

Trade and commerce among the Regions, the  
Southern Cameroons and Lagos.  
External trade.  
Commercial and industrial monopolies.  
Companies.  
Copyright.  
Industrial development.  
Industrial research.  
Insolvency.  
Insurance.  
Patents, trade marks, designs and merchan-  
dise marks.  
Registration of business names.  
Relations with the Nigerian Central Mar-  
keting Board.  
Weights and measures.  
Labour including industrial Relations, trade  
Unions and Welfare of labour.  
Social Welfare in Lagos.  
Co-operative Societies in Lagos.  
Workmen's compensation.

The Honourable Chief Festus  
Sam Okotie-Eboh, M.H.R.

Department of Agriculture.  
Forestry Department.  
Veterinary Department.  
Education Department.  
Department of Medical  
Services.

Department of Commerce  
and Industries.  
Department of Marketing  
and Exports.

Department of Labour.  
Co-operative Department.  
Social Welfare Service.

Minister of Trade and  
Industry.

Minister of Natural  
Resources and Social  
Services.



*Ex Officio members of the Council of Ministers*

OFFICE	MATTERS	DEPARTMENT
The Chief Secretary of the Federation.	<p>Aliens. Citizenship of Nigeria. Deportation. Defence. External Affairs. Immigration and Emigration. Passports and visas. Police. Public Relations. Public Service. Broadcasting and television. Commissions of enquiry. Movement of persons between Regions, the Southern Cameroons and Lagos. Prisons. Public safety and public order. Sanctioning of cinematograph films for exhibition. Peace, order and good government of Lagos with respect to any matter responsibility for which is not assigned to any other member of the Council of Ministers.</p>	<p>Nigeria Police. Federal Information Service. Nigerian Broadcasting Service. Prisons Department.</p>
The Attorney-General of the Federation.	<p>Federal Legislature and Executive. Matters connected with the administration of Justice. Administration of Estates. Evidence. Trustees. Federal Accounts. Banks and Banking. Bills of exchange and promissory notes. External borrowing and internal borrowing for Federal purposes. Census. Currency, coinage and legal tender. Customs and excise. Exchange control. Pensions and gratuities. Public debt. Income Tax. Statistics. Enemy property. Royalties. Printing Gazettes and Legislation. Typewriter and Stationery Supply. General Printing and Publishing for Federal Government.</p>	<p>Federal Administrator-General's Department. Legal Department. Treasury Department. Customs and Excise Department. Inland Revenue Department. Department of Statistics. Federal Printing and Stationery Department.</p>
The Financial Secretary of the Federation.		

## APPENDIX F

### *Colonial Development and Welfare Schemes, Actual Expenditure 31st March 1955*

<i>Scheme No.</i>	<i>Description</i>	<i>Expenditure</i>
		£
D1174 & A	Meteorological Services . . . . .	15,978
D1654 & A	Aviation . . . . .	24,496
D1482	Broadcasting Service . . . . .	245,977
D2240	Agriculture . . . . .	4,493
D2241	Building Staff, Plant and Vehicles . . . . .	39,926
D2242 & A	Development Officers . . . . .	6,950
D2243	Education (General) . . . . .	3,413
D2244	Education (Technical) . . . . .	59,468
D2245	Forestry . . . . .	10,212
D2246	Leprosy Control . . . . .	7,503
D2247	Medical and Health Services . . . . .	48,566
D2248	Rural Training Centre . . . . .	12,891
D2249	Textiles . . . . .	16,653
D2250	Veterinary . . . . .	27,399
D2251	Rural Water Supplies . . . . .	5,632
D2252	Fisheries . . . . .	20,314
—	Regional Schemes . . . . .	1,283,287*
	<i>Research Schemes</i>	
R146	Linguistic Research . . . . .	87
R140A & B	West African Institute of Trypanosomiasis Research . . . . .	18,452
R382	West African Institute of Virus Research . . . . .	10,138
R443A & B	Field Study of Nomadic Fulani . . . . .	80
R471 & A	Maize Rust Disease in West Africa . . . . .	12,065
R514	Rice Research . . . . .	20,538
R566	West African Council for Medical Research . . . . .	61,041
R574/D2086	Veterinary Research Facilities . . . . .	3,470

\*Responsibility for the administration of the regionalised sections of C.D.&W. schemes was transferred to Regional Governments during the year.

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